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The League

from

Year to Year

(October 1st, 1929 — September 30th, 1930)

INFORMATION SECTION

LEAGUE OF NATIONS

GENEVA

NOTE

This pamphlet is the fourth of a series published by the Information Section of the Secretariat of the League of Nations, describing the work of the League during the period between two Assemblies.

The first pamphlet of this series covered the period from October 1st, 1926, to September 30th, 1927, the second the period from October 1st, 1927, to September 30th, 1928, the third the period from October 1st, 1928, to September 30th, 1929. A summary of the League's work from 1920 to 1926 is contained in the pamphlet : "The League of Nations—A Survey."

March 1931

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THE LEAGUE

FROM YEAR TO YEAR

(October 1st, 1929 — September 30th, 1930)

INTRODUCTION

The year 1930 marked a further stage in the gradual, but continuous, concentration of the League's efforts on the two fundamental problems of present-day international life—the organisation of peace and the economic depression. In the first of these two fields, the principal facts were the conclusion of the work of the Preparatory Commission for the Disarmament Conference¹ as a result of the impetus given by the London Naval Conference, the signature of the Convention on Financial Assistance and the increasing number of treaties for the pacific settlement of disputes; in the second, the prosecution of the measures recommended by the Tenth Assembly with a view to concerted economic action culminated at the Eleventh Assembly in one of the most significant debates on economic questions held at a League meeting.

Among the other subjects discussed by the Assembly were the general political situation, the protection of minorities and the question of a European union.

The President of the Assembly, M. Titulesco, summarised as follows his general impression of the League's work during the year and of the Assembly debates :

There are two facts which, I think, are particularly characteristic of the work of the Eleventh Assembly; the first is that

¹ This Commission drew up its final report and a draft convention in November-December 1930.

you now regard it as a mere matter of course to register the accomplishment of things that once seemed so difficult of attainment. The second is the manifest desire to emerge from general and sometimes purely theoretical conceptions, and to move forward into a field, more limited perhaps, but far more practical, which seems hitherto to have been reserved for isolated action on the part of individual States or the suggestions of technical bodies.

What conclusions must we draw from this attitude of mind? They are very satisfactory. There are only two dangers that threaten the creative impulse — satiety and discouragement; and you are not wholly satisfied, nor are you in any way discouraged. I therefore consider that the Eleventh Assembly has deserved well of the League, since it has maintained the ideal of continuous creation and the watch-word should be : "Never content; never discouraged."

There is no difficulty arising from the mutual relations of mankind that cannot be solved by union, and it is union in every form that the Eleventh Assembly has proposed as the solution of the political and economic problems that have been referred to it.

I have never realised so clearly as from this Presidential chair that the League is based not so much on the Covenant as on the human heart. I have never realised more clearly that it is by purifying the human heart, by ridding it of all that may lead to hatred, by strengthening in it all that can bring the peoples together, by leaving it free to tell us what it really needs, and by making its requirements the commandments of international life—it is in that way that the League's interests are best served.

In the last resort the League is based not on the community of States but on each of us. If you doubt the League, you doubt mankind itself. I should be unworthy of the confidence you repose in me if at this moment of grave difficulty, I did not proclaim to the world as our creed : "Here we feel no doubt."

The following pages give a brief survey of the work undertaken and the results obtained in various fields.

I. — ORGANISATION OF PEACE AND POLITICAL QUESTIONS.

Arbitration, Security, Reduction of Armaments.

From the point of view of the work of the League, one of the most important events was the *London Naval*

Conference, the results of which were considered by the Assembly as being of a nature to facilitate a general agreement on methods of naval disarmament. The Assembly expressed the desire that the negotiations in progress might make it possible to complete and extend the work of the Naval Conference. It further voiced its conviction that the Preparatory Commission for the Disarmament Conference would be able, in November 1930, to finish the preliminary draft Convention and thus enable the Council to summon a General Conference as soon as possible. The German, Austrian and Hungarian delegations abstained from voting, on the grounds that the Assembly resolution did not fix the date of the Conference.

There was a notable increase in the number of ratifications of the Optional Clause of the Statute of the Permanent Court of International Justice, which provides for the compulsory jurisdiction of the Court for justiciable questions. Eight of the fourteen States that signed the clause during the Tenth Assembly deposited their ratification during the year. The ratification of another of these States—France—has just been passed by the French Parliament, and is now being discussed by the Senate. Yugoslavia acceded to the Clause during the year, and Albania, Luxemburg and Persia acceded during the Eleventh Assembly. Shortly after, Roumania acceded, subject to ratification. Thirty-four of the fifty-four Members of the League, including most European States, are now bound by the Clause.

Eight European States have acceded to the General Act for the Pacific Settlement of Disputes adopted in 1928. Spain and Luxemburg acceded during the Eleventh Assembly. The accession of France was voted by the Chamber of Deputies and is now before the Senate. The first British delegate to the Assembly, Mr. Henderson, announced that the British Government was favourable to the General Act and that the question of the attitude of the various members of the British Commonwealth towards accession thereto would be considered by the Imperial Conference.

Another important result in this field was the conclusion of the *Convention for Financial Assistance* which

was signed at the Assembly by twenty-eight States. The general structure of this Convention has already been described. It should merely be recalled that its object is to create a system enabling the Council, in the interest of peace, to authorise the granting of financial assistance to States Members involved in war as victims of aggression or threatened by war. States receiving assistance undertake to submit the dispute to judicial or arbitral settlement or to any other pacific procedure recommended by the Council. The entry into force and the maintenance in force of the Convention are conditional upon the entry into force and the maintenance in force of a plan for the reduction of armaments under Article 8 of the Covenant.

The League was unable to prepare a final draft of the general Convention for strengthening means of preventing war. It is still necessary to reconcile different views on the important question of the more or less compulsory character of military measures recommended by the Council and that of supervision and sanctions. On these two points the Assembly laid down principles for the guidance of the Arbitration and Security Committee, which was instructed to continue this enquiry.

Two Assembly resolutions due to the joint work of the Transit Committee and the Arbitration and Security Committee define a regime which States Members of the League undertake to apply to aircraft and motor vehicles used by the League in times of emergency.

Political Questions.

The political questions dealt with by the League included matters connected with the Polish-Lithuanian relations and the situation in Memel.

The first question concerned incidents on the administrative boundary between Poland and Lithuania, to which the Lithuanian Government had drawn the Council's attention. The Council invited the Governments concerned to enter into direct negotiations.

Certain conclusions reached by the Transit Committee in regard to obstacles to freedom of communications caused by the state of affairs between Poland and Lithua-

nia were reserved for future discussion in the light of the observations of the Governments concerned.

As regards a question concerning the situation in Memel—raised by the German Government—an exchange of statements took place in the Council regarding the composition of the Memel Directorate, the elections in the territory, etc. Other questions, of a legal and financial character, were reserved for later.

The dispute between Bolivia and Paraguay, in regard to which the Council had made suggestions in December 1928, was settled early in 1930, under the auspices of the Uruguayan Government.

The affair of the "Hungarian Optants", which had figured on the Council agenda for several years, was settled in 1930, by the Reparations Agreements between the Eastern European States.

Minorities.

At each of its sessions, the Council had to deal with a certain number of minority cases, most of them relating to Upper Silesia. It was able to settle several questions pending since 1928, which concerned the entering of children for the primary German minority schools. The question of the non-admission of sixty children to minority schools in 1929-30 was referred to the Permanent Court for an opinion.

At the request of the German delegation, the general question of minorities was also discussed by the Assembly. Although the discussion revealed marked differences of opinion, both on questions of principle and on questions of procedure, the Rapporteur, M. Motta, was able to note that a general agreement appeared to have been reached on certain points.

All the delegates, he said, laid stress upon the capital importance of the minority problem. All agreed that it is one of the problems which may affect the peace of the world. All emphasised the fact that the problem is worldwide and concerns the whole of mankind. All the delegations look upon respect for religion, language and culture as sacred. Unanimity on this point is a fact of fundamental importance.

Despite certain criticisms, nobody maintained that the Madrid procedure, which was an improvement on the former procedure, should be altered at the present juncture. It was generally recognised that the time that had elapsed since its adoption was not long enough to allow of final judgment based on experience. Nobody disputed that the Council should continue to take all the action that was possible under the procedure in force.

As regards the solution of the problem, M. Motta noted that all were agreed that it was to be found in constant co-operation and mutual confidence between majorities and minorities in the various States.

Mandates.

The Palestine incidents of August 1929 were discussed at length by the Council and the Mandates Commission. At the request of the British Government, the Council appointed a Commission to study, define and settle the question of the rights and claims of Jews and Moslems with regard to the Wailing Wall. The Mandates Commission made a thorough examination of the causes, origin and development of the incidents, and the Council invited the British Government to take in Palestine such measures as it saw fit to give effect to the considerations and conclusions of the Commission. It should be noted that the Commission's interpretation of the Palestine mandate, which is based on the statements of the mandatory Power, entails not merely a sustained effort on the part of the latter, but also an effort towards mutual understanding and co-operation on the part of both the elements of the population.

New and important features in the application and development of the mandates system were the promulgation by the French Government of an Organic Law for Syria and Lebanon; the notification by the British Government of its intention of requesting Iraq's admission to the League in 1932; the scheme for closer union between Tanganyika and the neighbouring British possessions; the improvement of the procedure for petitions relating to mandated territories.

The Saar.

The Saar Railway Defence Force and the Railway Commission, created in 1927, were suppressed, in September 1930, by a unanimous decision of the Council. The Governing Commission was allowed a certain time for the execution of the measures it deemed necessary to guarantee security of transport and transit in the Saar.

II. — LEGAL AND CONSTITUTIONAL ACTIVITY.

Three legal and constitutional questions of special importance figured on the programme of the past year : the general election of judges to the Permanent Court of International Justice; the discussion of proposals for the amendment of the Covenant; and measures to accelerate the ratification and bringing into force of League conventions.

The Court.

As the amendments to the Court Statute adopted last year had not come into force, the Council and the Assembly passed a unanimous resolution in September approving measures for the elimination of a certain degree of instability in the Court's composition, as envisaged by the revised Statute. One of the results of this resolution is the increase of the number of regular judges from eleven to fifteen. For the second time since the creation of the Court, the Assembly and the Council proceeded to a general election of the judges, whose nine years' mandate expired on December 31st, 1930.

The Court examined two questions—it was asked to give an interpretation of the Greco-Turkish Convention on the Exchange of Populations, and to say whether the special legal status of the Free City of Danzig allowed it to become a member of the International Labour Organisation ¹.

¹ The Court dealt with the case of the Franco-Swiss zones in November

Codification.

The first Conference for the Codification of International Law summoned by the League was attended by forty-seven States Members and non-Members of the League.

It dealt with three questions—the responsibility of States, the territorial sea, and nationality. As regards the first, the Conference was unable to submit conclusions. For the second, it provisionally approved thirteen articles on the legal status of the territorial sea and recommendations on the legal status of foreign vessels in inland waters and the protection of fisheries (it was unable to reach agreement on the breadth of the territorial sea). As regards the question of nationality, the Conference adopted a Convention for the elimination of some of the consequences of statelessness and double nationality, and three protocols and recommendations for the settlement of other problems of double nationality and statelessness.

Before dispersing, the Conference recommended that States should as far as possible be guided by these provisions in any special conventions they might conclude among themselves.

Covenant and Paris Pact.

The possibility of bringing the Covenant into harmony with the Paris Pact was studied by a special Committee of Jurists and by the Assembly.

The Committee of Jurists proposed certain amendments which the Assembly thought it necessary to modify. For this and other reasons, the Assembly, while expressing its belief that it would be necessary to incorporate in the Covenant the general prohibition of resort to war and the inviolability of the principle of the pacific settlement of disputes, decided to proceed to a second consultation of Governments before taking a final decision. There are certain States, including those which have not acceded to the Paris Pact, for which the perfecting of the Covenant does not present itself as an urgent matter. There are others for which the proposed amendments give

rise to the problem of the incompatibility of the amended Covenant with other treaties and with situations which were the object of express reservations when the Paris Pact was concluded. The question of the conditions of the application of the sanctions of Article 16 of the Covenant to the new obligations is a question on which all Members of the League do not, as yet, hold the same views. In these circumstances it seemed desirable that Governments should again have an opportunity of presenting their observations.

Ratification.

Measures were taken to ensure the widest possible adoption of League Conventions and the early deposit of ratifications. As the ratification of conventions is almost entirely dependent upon the careful execution of the preliminary work, the Assembly revised the rules for the convocation of conferences for the conclusion of conventions. The procedure adopted aims at establishing the position of Governments and at examining prospects of success before summoning conferences.

III. — TECHNICAL QUESTIONS.

Economic Questions.

Economic questions figured prominently in the work of the League Technical Organisations during the past year. In accordance with the decisions of the 1929 Assembly, the League concentrated its main efforts on the organisation of a concerted economic action of Governments. A first Diplomatic Conference was summoned in February 1930, to discuss the clauses of the "Customs Truce" contemplated by the Tenth Assembly, and to determine the main lines of future negotiations with a view to concerted economic action. The idea of a Customs truce in the form first contemplated had to be given up at the beginning of the meeting, and the Conference sought other international guarantees calculated to produce the necessary atmosphere of security. It finally adopted a commercial convention by which the parties undertook to maintain some measure of tariff stability over a period during

which negotiations might take place for the conclusion of collective agreements. The programme of negotiations was embodied in a protocol by which the signatories recognised the necessity of concerted action with a view to the general improvement of inter-European and overseas economic relations.

About the same time, the first meeting of agricultural experts in collaboration with the International Institute, summoned by the League, drew up a comprehensive programme of study concerning the organisation of agricultural markets in the various countries, agricultural co-operative societies, the development of the trade in agricultural products, agricultural credit, etc.

The various Conferences for the abolition of import and export prohibitions and restrictions were unable, owing to various circumstances, to bring the 1927 Convention into force. The first Conference for the Treatment of Foreigners had to postpone the conclusion of a convention to a later session. The Conference for the Unification of Bills of Exchange was more successful, concluding as it did three Conventions which were immediately signed by twenty-five Governments.

In September 1930, the Assembly decided to make an urgent appeal to all the States concerned to accede to the Commercial Convention of March 1930. It expressed the hope that the Council would execute, without delay, the programme of future negotiations established by the February Conference. Finally, it drew up a programme of work, including the examination of the proposals of the Warsaw Agricultural Conference, a study of the most-favoured-nation clause, dumping, the creation of a permanent conciliation and arbitration organ for all disputes between States as to the interpretation and application of commercial conventions. It asked that the Economic and Financial Organisation should secure the effective participation of Government representatives and, with that end in view, should study the possibility of convening an annual conference of Government delegates. It decided upon a study of the question of the recurrence of economic crises and recommended that close connection should be established between the work of the Commission for

European Union and the work on the programme of future negotiations.

Financial Questions.

The year 1929-30 saw the satisfactory development and, in some cases, the successful conclusion of four of the major tasks entrusted to the Financial Committee during the past few years : the scheme for the settlement of Greek refugees, measures for the financial reconstruction of Greece, the settlement of Bulgarian refugees and the currency and banking reform in Estonia. The successful conclusion of its work of financial restoration led the Financial Committee to explain its views regarding its future work and the principles by which it would be guided. In a statement which was approved by the Council and communicated to all States Members of the League, the Financial Committee expressed its intention of continuing to watch general financial developments and, if necessary, of taking the initiative of making proposals to the Council for the study of any question that seemed to be of special importance. It has already studied general questions of this kind, such as the suppression of counterfeiting currency, double taxation and tax evasion and the fluctuations in the purchasing power of gold; other studies which may be initiated are those of the conditions determining the flow of capital from one country to another, agricultural credit, etc. The Financial Committee will also continue to advise Governments, whether its opinion is sought on problems of financial reconstruction and loans for the economic development of a country, or whether it is required on other questions.

Transit.

The principal events in this field were a European Conference for the transport of newspapers and periodicals and the preparation of three other Conferences—on buoyage and lighting of coasts, on the unification of river law on the important waterway systems of Continental Europe, and on Road Traffic in Europe.

Intellectual Co-operation.

The chief point to be noted in this connection is the reorganisation of the programme and working of the organs studying international questions of intellectual coopération.

Public Health.

As regards public health, one of the principal events was the execution of a programme established by the Chinese Government for co-operation between the League and China; other features of the work were the technical assistance given to the Bulgarian Government in training staff and in applying preventive measures against syphilis; assistance to Bolivia and Greece in reorganising the health services; assistance in preparing the South American Serological Conference which met at Montevideo in September 1930; the creation in Paris of an International School for Advanced Health Studies, which will be subsidised by the French Government; the preparation, at the request of the Spanish Government, of a European Conference on Rural Hygiene, one of the most important public health problems in Europe.

In the *social and humanitarian domain*, a series of important decisions must be noted. They concern the clandestine drug traffic, the suppression of traffic in women and children and the protection of refugees.

Drug Traffic.

The Council decided to increase the membership of the Opium Advisory Committee to ensure the more effective representation of non-manufacturing countries.

On May 27th, 1931, a General Conference will study the question of the limitation of drug manufacture. The Council made the necessary arrangements for the preparation of this meeting. The plan established by the Opium Advisory Committee has been communicated to Governments, and manufacturing countries have been invited to proceed to discussions and consultations with special reference to the distribution of quotas. The Opium Advisory

Committee has been instructed to prepare a preliminary draft convention.

Some progress has been made during the year in the ratification of the 1925 Opium Convention, and in the application of legislative and administrative methods for the control of the traffic. The extent of the illicit traffic is nevertheless very great, and the urgent and serious character of the drug problem caused considerable concern to the Eleventh Assembly.

Enquiry into the Traffic in the Far East.

The Council established the basis of an enquiry in Eastern and Far-Eastern countries regarding the traffic in women and children. The travelling commission left Geneva early in October. The expenses are being met by a gift of \$125,000 from the Social Hygiene Bureau of the Rockefeller Foundation.

The survey of laws and regulations for the protection of order and public health against dangers resulting from prostitution in countries where the system of licensed houses has been abolished was communicated to Governments.

The Child Welfare Committee pursued its study of draft conventions designed to promote child welfare.

Refugees.

The principal new decisions taken during the year concerned the establishment of an International Office to carry out the humanitarian duties hitherto performed by the High Commissioner (maintenance of refugees, assistance, employment, labour, etc.). The League will continue to ensure their political and legal protection.

Slavery.

As regards slavery, it has been decided to proceed to a fresh enquiry. The Enquiry Commission in Liberia is finishing its work.

Penal Administration.

A further investigation initiated by the League concerns the possibility of co-operating with the International

Prison Commission with a view to the improvement of penal administration in the various countries.

IV. — SCHEME FOR EUROPEAN UNION.

As decided on September 9th, 1929, representatives of the European States Members of the League met, a year later, on September 8th, 1930, to consider the results of the enquiry made during the year by the French Government with regard to the organisation of a European Federation.

In a final resolution, the meeting expressed its conviction that "close co-operation between European Governments in every field of international activity was of capital importance to the preservation of peace"; and its unanimous opinion that such co-operation should be in complete accord with the League and in the spirit of the Covenant. It decided to bring the question before the Assembly. The text of this resolution was communicated to the President of the Assembly and, on the morning of September 11th, M. Briand, at the request of the meeting, explained the position to the Assembly. In the course of the general debate on the work of the League, numerous European and non-European delegates stated their views on this subject, and, at the close of the debate, forty-five delegations, including all the European States, deposited a draft resolution, which was unanimously adopted.

In this, the Assembly endorsed the views expressed in the resolution adopted by the meeting. It invited the Governments of European States Members, acting, with the assistance of the Secretariat, as a League Committee, to pursue the enquiry already begun, of which the French Memorandum of May 17th, 1930, and the replies constituted the first elements. The resolution further specified that as far as such co-operation might seem useful for the purpose of the enquiry, it was open to the States concerned to secure the collaboration of non-European and non-Member States. The first results of the enquiry will, as far as possible, be embodied in the form of definite proposals in a report which should be prepared in time for submission to the next Assembly.

The first meeting of the *Committee of Enquiry for European Union* was held on September 17th. On the proposal of the British representative, Mr. Henderson, the meeting unanimously elected M. Briand as Chairman for the first year.

On M. Briand's proposal, the Committee appointed Sir Eric Drummond as its secretary. It decided that each State might send a representative, and, if desirable, a deputy; that its initial material should be constituted by the French Memorandum and the replies; and that the Secretary-General should collect all further useful information before its next session.

* * *

Death of Dr. Nansen.

In 1930, the League had to deplore the death of Dr. Nansen. The Council was in session at that time and on May 13th, the President paid a public tribute to Dr. Nansen, one of the greatest figures in the ten years' history of the League of Nations, and recalled his great work in the humanitarian field. The Council instructed its President to convey its deep sympathy to the Norwegian Government and to Dr. Nansen's family.

The Secretary-General, having been informed of Dr. Nansen's death, sent the Norwegian Government a telegram stating that, if it could be said that the League had its heroes, Dr. Nansen was one of them. The Secretary-General was represented at the funeral.

* * *

Elections to the Council.

On September 17th, the Assembly elected Guatemala, the Irish Free State and Norway to succeed Canada, Cuba and Finland as non-permanent Members of the Council.

China, whose mandate expired two years before, had presented a request for re-eligibility. She obtained

27 votes out of 52 cast (4 abstentions), i. e., less than the two-thirds majority necessary.

For 1930-31, the Council is therefore composed of Germany, the British Empire, France, Italy and Japan (permanent Members) and Spain Guatemala, Irish Free State, Norway, Peru, Persia, Poland, Venezuela and Yugoslavia (non-permanent Members).

The members whose mandate will expire next year are Spain, Peru and Persia. In this connection, it may be recalled that, when Spain was elected to the Council in 1928, she obtained from the Assembly the exceptional permission to stand for re-election immediately after the expiry of her three years' mandate, that is to say, in 1931.

CHAPTER I

ARBITRATION — SECURITY — REDUCTION OF ARMAMENTS

*I. Arbitration. — II. Security. — III. Reduction and Limitation of Armaments
— IV. Supervision of the Arms Trade.*

I. — ARBITRATION.

The General Act for the Pacific Settlement of Disputes, which came into force in 1929, was acceded to during the past year by Denmark, Finland, Luxemburg, Spain and the Netherlands.

The first four States acceded to the Act as a whole (conciliation, judicial settlement and arbitration), the Netherlands to Chapters I and II (conciliation and judicial settlement). The Norwegian Government, which had previously acceded to Chapters I and II, extended this accession to Chapter III.

The accessions received in 1928-29 were those of Belgium (all chapters), Norway and Sweden (Chapters I and II).

The clause of the Court Statute providing for the Court's compulsory jurisdiction was ratified in 1930 by Great Britain (with all the Dominions and India), Latvia, Lithuania, Salvador and Siam. In this connection, it should be recalled that in 1921 Brazil acceded to the clause subject to its acceptance by at least two Powers permanently represented on the Council. This condition has been fulfilled since February 1930, date of the British accession, Germany having acceded to the clause in 1928.

II. — SECURITY.

The Arbitration and Security Committee met in April 1930 under the presidency of its vice-chairman, M. Undén (Sweden), replaced later by the Chairman, Dr. Benes (Czechoslovakia), and examined three questions referred to it by the 1929 Assembly. As a result of its discussions, the 1930 Assembly was able to settle two of these questions—financial assistance and the facilities to be afforded aircraft ensuring communications of interest to the League. On the third point—the transformation into a general convention of the model treaty for strengthening means of preventing war—differences of opinion in the Arbitration and Security Committee and in the Assembly led to arrangements for the re-examination of the whole question by a special committee.

I. — *Convention on Financial Assistance.*

The joint efforts of the Arbitration and Security Committee and the Financial Committee enabled the Eleventh Assembly to adopt, with slight modifications, the text of a Convention which was immediately signed by twenty-eight States.

The object of this Convention ¹, is to create a system enabling the Council, in the interest of peace, to authorise the granting of financial assistance to States Members involved in war as victims of aggression or threatened by war.

The assistance will take the form of a loan contracted by the beneficiary on the security of its revenues and guaranteed by the other signatories under the auspices of the League.

In addition, some of the latter may participate in a system of special financial guarantees designed to strengthen, if necessary, the ordinary guarantee of the other contracting parties.

The divergences of views which remained after the sessions of the Financial Committee and the Arbitration and Security Committee were finally removed by the

¹ See *The League of Nations from Year to Year, 1928-1929*, page 26.

Assembly. The important question whether financial assistance should be granted not only in the case of war¹, but also in the case of a threat of war, was settled by a compromise making the right of granting financial assistance dependent upon two conditions: the failure of one of the parties to conform to the measures prescribed by the Council, and the opinion of the Council that peace cannot be safeguarded otherwise. Naturally, even if financial assistance does not appear likely to prevent war, the other party being determined in any case to resort thereto, the Council will not be prevented from providing it.

Articles 1 and 2 of the Convention lay down that the State receiving assistance must undertake to submit the dispute to judicial or arbitral settlement or to any other pacific procedure the Council may deem suitable. Obviously, if the parties are bound by treaty to submit their dispute to a pacific procedure, the Council would call upon them first to resort to that procedure.

All disputes relating to the interpretation or execution of the Convention will be settled by the Council on the basis of a simple majority vote. The financial mechanism created being extremely delicate, it was thought that the reference of such disputes to the Permanent Court might be detrimental to the working of the Convention.

As regards the amount which each State should guarantee in respect of loans issued under the Convention, the Assembly adopted the present scale of allocation of the League's expenses, so that Parliaments, when discussing ratification, would know exactly the maximum financial burden to which they were liable.

The entry into force and the maintenance in force of the Convention is conditional upon the entry into force and the maintenance in force of a plan for the reduction of armaments under Article 8 of the Covenant. This interdependence is secured in such a manner that the

¹ If a State, in violation of its international obligations, resorts to war against a contracting party, the latter shall, at its request, receive financial assistance, unless the Council decides otherwise. (This decision must be unanimous, the votes of the parties not being counted.)

Convention will not apply in respect of a contracting party unless a plan of reduction is in force for that party.

On October 3rd, 1930, the Council instructed the Financial Committee to arrange as far as possible in advance for the technical application of the Convention (preparation of protocols, loan contracts, etc.).

The following States have signed the Convention :

Albania	Great Britain
Australia	Irish Free State
Austria	Latvia
Belgium	Lithuania
Bolivia	Netherlands
Bulgaria	Norway
Cuba	Persia
Czechoslovakia	Peru
Denmark	Poland
Estonia	Portugal
Ethiopia	Roumania
Finland	Spain
France	Sweden
Germany	Yugoslavia
Greece	

As Lord Cecil pointed out, these twenty-eight signatures make it possible to hope that the necessary conditions for bringing the Convention into force will be fulfilled. (The sum of at least fifty million gold francs must be guaranteed by Governments for the annual service of possible loans, this sum will be guaranteed if the signatures already given are followed by ratification).

2. — *Convention to strengthen Means of preventing War.*

The establishment of a general convention for strengthening means of preventing war was proposed at the Tenth Assembly, when the British delegation, referring to the Model Treaty prepared at the suggestion of the German delegation and recommended by the Ninth Assembly, submitted that the Arbitration and Security Committee might consider the possibility of transforming that treaty into a general convention.

The Model Treaty was intended to serve as a basis for States desiring to facilitate, by agreements with other States, the Council's action under the Covenant. By this treaty, the parties undertake, in the event of a dispute arising between them and being brought before the Council, to accept and apply provisional recommendations by the Council relating to the substance of the dispute and designed to prevent any measure being taken by the parties that might have a prejudicial effect on the execution of an arrangement to be proposed by the Council. They also undertake to refrain from any measures that might aggravate or extend the dispute, and, in the event of hostilities having broken out, to comply with the recommendations of the Council for the cessation of hostilities, prescribing, in particular, the withdrawal of forces having ventured into the territory of any State or into a demilitarised zone.

The Arbitration and Security Committee noted that the transformation of the Model into a general convention raised certain problems of great importance and of an extremely delicate nature. Certain delegations even questioned the desirability of this conversion.

As regards some of these problems, the Committee succeeded in reconciling the various points of view; in the case of others, in particular, the more or less compulsory character of the military measures recommended by the Council, supervision and sanctions, it was unable to make uniform proposals.

Owing to these difficulties, the Committee was unable to prepare a single text; it adopted alternative texts representing the two main tendencies. Certain delegations made intermediate proposals, abstained, or made reservations.

The following is a summary of the texts submitted to the Assembly in 1930 :

By Article 1, the High Contracting Parties undertake, in the event of a dispute arising between them and being brought before the Council, to accept and apply the conservative measures of a *non-military* nature relating to the substance of the dispute which the Council, in accordance with the powers conferred upon it by the Covenant, may

recommend with a view to preventing the aggravation of the dispute.

Military measures are dealt with in the second article. In this connection, two main currents of opinion were revealed in the Committee. Recalling the German suggestion to which the draft owed its inception, and which involved very important preliminary undertakings, certain delegations expressed the view that, if real progress were to be made in regard to the present state of affairs, the Convention should include limited and precise undertakings, the general powers as to recommendations conferred on the Council by Article 11 of the Covenant being in any case safeguarded. They further pointed out that in a general convention the military measures would have to apply to all cases that might arise and must, therefore, relate not only to land forces but also to naval and air forces (Proposal A).

Other delegations, although prepared to accept the obligation to comply with all recommendations of the Council for safeguarding peace that were not incompatible with national security, feared that, if the measures that could be taken by the Council were enumerated, there might be a danger of weakening the general powers of the Council under Article 11. They therefore considered that the choice of the measures capable of diminishing a threat of war or ending it should be left to the Council's discretion. For these delegations, the parties' undertaking to comply therewith was absolute as regards measures prescribing the withdrawal of forces having penetrated into the territory of another State or into a demilitarised zone. As regards other measures, the parties could not refuse to obey the Council, unless they considered that the measures proposed were incompatible with their national security. In such a case the Parties must, however, at once inform the Council of the reasons for their refusal (Proposal B).

Article 3 deals with the supervision of measures recommended by the Council. Here again it was impossible to draft a single text. Two proposals were therefore submitted, one completing Proposal A of Article 2 and providing that the Council shall, in all cases, supervise the execution of the measures it prescribes, the other

connected with Proposal B of Article 2 and leaving it to the Council to determine the cases in which supervision is necessary, the parties undertaking to conform to the Council's action in this respect.

Moreover, the delegations which proposed the compulsory supervision of all measures prescribed by the Council (Proposal A) considered it essential that the Convention should specify the consequences of a violation of the measures recommended. These consequences might, they suggested, in certain particularly serious cases, involve the obligation of the parties to consider such violation as a flagrant and unprovoked aggression and as a recourse to war within the meaning of Article 16 of the Covenant.

Article 4 concerns the Council's methods of voting on the execution of the Convention. It provides that the parties shall act in accordance with the Council's recommendations, if concurred in by all Members other than the parties.

A rapid examination of the texts led the Assembly to the conclusion that the question must be studied anew by a special Committee appointed by the Council. It was necessary to endeavour to reconcile the various views as to the more or less compulsory character of the military measures recommended by the Council and on supervision and sanctions. On these two points the Assembly laid down principles for the guidance of the Committee.

The Assembly was unanimous in regard to the conservatory measures of a non-military character which the Council recommended to the parties. It considered, moreover, that the Convention might contain provisions ensuring the integral application of Article 11 of the Covenant, with a view to the prevention of war by binding the contracting parties to carry out the Council's recommendations for the avoidance of direct contact between the opposing forces and of incidents at a time when relations have become so strained that, in the Council's opinion, there is a threat of war.

The Assembly considered that the Convention should provide for the supervision of the military measures recommended by the Council. Lastly, in view of the fact

that the scheme was limited to the prevention of war, as mentioned in Article 11 of the Covenant, the Assembly felt that it should be understood that the question of the methods of applying Article 16 would remain intact and that, on the other hand, the Convention would facilitate such application.

The appointment of the special Committee will be made by the Council in January.

3 -- *League Communications in Times of Emergency.*

The Arbitration and Security Committee was instructed by the Assembly and the Council to study measures to ensure that aircraft engaged in transport of importance to the working of the League should be free in times of emergency to fly in such a way and over such territory as might be necessary for the carrying out of their mission. The Committee considered two texts, from the International Air Navigation Commission and the Committee for Communications and Transit. It agreed with the latter body that the measures contemplated should be embodied in an Assembly resolution which would permit of the immediate opening of negotiations between the Secretary-General and Governments.

The draft resolution submitted to the Assembly took account of all preparatory work and was compatible both with the principles of the International Air Navigation Convention of October 13th, 1919, and with the Conventions between the signatories and non-signatories of that Convention.

The Assembly adopted this draft with some modifications proposed by its Third Committee. The resolution recalls the obligation of all States Members to facilitate the League's working by all means in their power. It then specifies what facilities should be granted aircraft used for the League's air-communications in times of emergency. These facilities will be determined in advance by each of the Governments concerned, after consulting the Secretary-General, in particular as regards the rules and routes to be normally followed, as well as the procedure for the immediate notification of eventual derogation

from such rules and routes. Each State is allowed to prohibit the whole or part of its territory being crossed by aircraft registered in another State, or manned by a foreign crew, when this seems necessary for reasons of national security. In such a case, the State in question must ensure the transfer of passengers as quickly as possible to an aerodrome or frontier point and the continuation of the transport, as established in negotiations to be opened by the Secretary-General with the State concerned. The final paragraph states, that the resolution must not be considered as prejudging the question of the desirability of the League's possessing its own aircraft.

On the proposal of the Committee for Communications and Transit, a similar resolution was adopted in regard to facilities for motor vehicles.

The Secretary-General was requested to approach Governments with a view to the application of both resolutions, which complete the previous decisions relating to the League's wireless communications.

As regards the latter means of communication, it should be recalled that, on September 18th, the Council approved the agreement signed on May 21st, 1930, between the Secretary-General and the Swiss Government concerning the establishment and operation of a wireless station, as voted by the 1929 Assembly.

The Swiss representative, M. Motta, said that long and delicate negotiations had been necessary, but, thanks to the goodwill of the parties, an agreement satisfactory to all had been reached. The wireless station will be run in normal times by the Radio-Suisse Company, passing under the exclusive management of the League in times of emergency.

III. — REDUCTION AND LIMITATION OF ARMAMENTS,

The Assembly of 1929 had welcomed the prospect of an agreement between naval Powers which would enable the Preparatory Commission for the Disarmament Conference to secure general agreement on methods to be adopted for the reduction and limitation of naval armaments. It should be recalled that at its sixth session in

1929 the Preparatory Commission was unable to proceed to the second reading of the naval disarmament clauses of its draft Convention owing to differences of opinion between naval Powers. The session was suspended and the Chairman authorised to reconvene the Commission when desirable.

Before the London Conference, the British Foreign Secretary, Mr. Henderson, asked the Secretary-General to inform the Director of the Disarmament Section, M. Colban, that, in view of the bearing of the Conference on the work of the Preparatory Commission, the British Government thought it most useful for all concerned that he should attend the Conference as an observer without taking part in the debate. This invitation was accepted.

Just before the end of the Conference, the President, Mr. Ramsay MacDonald, forwarded to the Secretary-General the text of the London Treaty, the minutes of the plenary meetings and the reports of the Conference Committees, accompanied by the following letter dated April 21st :

In its resolution voted on September 24th last, the Assembly of the League of Nations cordially welcomes " the prospect of an early agreement between the naval Powers with a view to the reduction and limitation of naval armaments, which agreement may enable the Preparatory Commission to secure general agreement on the methods to be adopted for the reduction and limitation of naval armaments".

As regards those armaments, the work of the Preparatory Commission was checked by the difference of opinion on the methods of limitation, which arose between various delegations, two opposing proposals being incorporated in draft conventions submitted by the French and United Kingdom delegations respectively. The attempts to reach a compromise between the two drafts at the session of the Preparatory Commission in April 1927, and at subsequent negotiations, remained in the end without result.

I am glad to inform you that, at the Conference which has just ended, the British and French delegations had the satisfaction of reaching agreement to adopt a common method of limitation, and I invite your attention to the First Report of the First Committee which contains full particulars, together

with the suggested method of indicating naval strengths in tabular form.

On account of the reservations which certain delegations attached to their acceptance of the report, and which are shown in the Report of the First Committee, the London Conference considered that it should limit itself to taking note of that paper, without actually accepting it. You will observe that the Italian delegation entered a general reservation which is on record.

As far as three of the High Contracting Parties to the London Naval Treaty are concerned, the agreement, which they have arrived at on the question of tonnage, has been so drawn up as to make it consistent with the scheme of limitation referred to in the First Committee's Report.

Part II of the London Naval Treaty records, on the other hand, the agreement arrived at by all the High Contracting Parties represented at the Conference on the question of the limitation of the displacement of submarines, and the calibre of the guns mounted, the definition of the vessels to which the rules for limitation do not apply, rules for replacement and scrapping, and finally a list of vessels, which, while not conforming to the characteristics of exempt vessels, should not be included when determining total tonnage.

Thus the London Naval Conference represents an advance on the results heretofore achieved in this particular field. It is our earnest hope that the Preparatory Commission will find in the results of our work a contribution which will have the effects of facilitating its future labours.

In expressing this hope, I beg to forward to you, together with the text of the London Treaty, the Minutes of the plenary sittings and the reports of the Conference Committees, and I would ask you kindly to communicate them to the Chairman and to the Members of the Preparatory Commission.

As a result of this communication, the Chairman of the Preparatory Commission, M. Loudon (Netherlands), after semi-official negotiations, decided to summon the Commission for November 1930, since a meeting during the summer would have encountered serious difficulties of a material order, which might have been detrimental to the work.

In September 1930, during the general debate on the report of the Council, several Assembly delegates expressed

the opinion that the Preparatory Commission should finish its work in order that the first Conference on the Reduction of Armaments might be summoned at the earliest possible moment — an opinion which was generally shared by the Third Committee. There was, however, some difference of opinion as to the advisability of fixing the date of the Conference, certain delegates pointing out that it would be preferable not to summon it until the preparatory work was so far completed as to ensure its success. Others, including the German delegate, thought that the Conference should in any case be fixed for 1931. The resolution proposed by the German delegation, which was supported by a number of others, stated that disarmament was the principal task of the League, noted that the Preparatory Commission had not so far achieved any positive result, and urged that the Conference should be held some time in 1931.

With a view to agreement, the Norwegian delegation proposed that the report of the Third Committee to the Assembly should mention the latter's desire that the Conference should be held in 1931. This proposal was unanimously adopted.

The Assembly finally adopted a resolution voting with satisfaction the results of the London Conference as being of a nature to facilitate general agreement on methods of naval disarmament. It hoped that it would be possible to complete and extend the work of that Conference and expressed its conviction that the Preparatory Commission would be able in November to terminate its first draft and thus enable the Council to summon a Conference as soon as possible. On the occasion of the adoption of the resolution, speeches were made by Sir Robert Borden, Dr. Curtius, M. Briand, Count Apponyi and Lord Cecil. The German, Austrian and Hungarian delegations abstained from voting because the resolution did not fix the date of the Conference.

The Assembly expressed its unanimous desire that the Special Commission drafting a Convention on the supervision of private manufacture and the publicity of arms manufacture should be summoned as soon as the Preparatory Commission had finished its work.

IV. — SUPERVISION OF THE ARMS TRADE.

A suggestion of the British Government that a special Conference might be summoned to hasten the entry into force of the Convention¹ on the Supervision of the Arms Trade gave rise to an interesting discussion in the Council of May 15th, 1930. The Italian representative, M. Grandi, said that he quite understood the British Government's feelings, but feared that it would be impossible for a conference of signatories to reach the agreement owing to the close connection between supervision of trade and supervision of manufacture, on which no convention had so far been concluded. He asked the British representative not to press his proposal.

Mr. Henderson replied that his Government had for some time been anxious to secure the entry into force of the Convention. It had proposed a conference with a view to obtaining the simultaneous enforcement of the Convention by a number of Governments. If, however, the majority of the Council held the same view as the Italian representative, he would be disposed to wait until after the next session of the Preparatory Commission.

The Persian representative, M. Hussein Khan Ala, recalled that his Government had raised serious objections to the Convention, although it earnestly desired to suppress the contraband trade in arms. In his opinion the Convention should be revised in such a way as to facilitate its signature and ratification by all Governments.

The Council decided to adjourn the question.

¹ This Convention establishes a general system of supervision and publicity for the international trade in arms, ammunition and implements of war, as well as a special regime for certain districts where special measures have been recognised as necessary. It has been signed by thirty-four States, including the United States of America. Fourteen ratifications are necessary to bring it into force. The following countries have ratified or acceded definitively: China, Egypt, Spain, France, Liberia, Netherlands, Poland, Venezuela, Great Britain, Denmark and Sweden. But the three last named have made the entry into force of the convention conditional upon its coming into force in other arms-manufacturing countries or in certain countries specified by name.

CHAPTER II

THE PERMANENT COURT OF INTERNATIONAL JUSTICE

- I. Revision of the Court Statute. — II. Composition of the Court. — Elections. — III. Jurisdiction of the Court. — Extension of Compulsory Jurisdiction. — IV. The Court's Work : (1) The Greco-Bulgarian Communities; (2) The Free City of Danzig and the International Labour Organisation.

I. — REVISION OF THE COURT STATUTE.

A Protocol and Annex for the revision of the Statute of the Permanent Court¹ were adopted by the tenth Assembly on September 14th, 1929.

These amendments were mainly directed to an increase of the number of permanent judges from eleven to fifteen, the suppression of deputy-judges, a stricter definition of the functions incompatible with judgeship, the substitution of a Court permanently in session for the present system of ordinary and extraordinary sessions, the payment to judges of a fixed salary, and the insertion in the Court's Statute of a new chapter on procedure for advisory opinions.

Article 4 of this Protocol laid down that the Protocol should come into force on September 1st, 1930, provided that the Council had ascertained that the parties to the Protocol of signature of December 16th, 1920, to which was annexed the original Statute, whose ratification of the new Protocol had not been received on September 1st, 1930, had no objection to the coming into force of the amendments.

¹ See *The League from Year to Year, 1928-1929*, p 60.

By September 15th, 1930, thirty-one States had ratified the Protocol of September 14th, 1929¹. Nineteen States had signed, but had not deposited their ratifications² and three States had not signed³. Of the States which had not ratified the new Protocol, three had declared that they could not pronounce upon the coming into force of the amendments before they had been approved by their Parliaments⁴.

Three States were opposed to the coming into force of the amendments⁵.

On September 9th, the Council, after observing that the conditions for the bringing the new Protocol into force were not fulfilled, decided to consult a committee of three jurists before making concrete proposals to the Assembly. Having approved the report of this Committee it made to the Assembly a certain number of proposals which were adopted by that body after discussion.

The object of the Assembly resolutions is twofold. First, the Assembly expresses its conviction " that the States which have not so far ratified the Protocol of September 14th, 1929, concerning the revision of the Statute of the Permanent Court of International Justice will proceed as soon as possible to ratify that Protocol ",

¹ Albania, Australia, Austria, Belgium, Canada, Denmark, Estonia, Finland, Germany, Great Britain and Northern Ireland, Greece, Haiti, Hungary, India, Irish Free State, Latvia, Liberia, Luxemburg, New Zealand, the Netherlands, Norway, Poland, Portugal, Roumania, Salvador, Siam, Spain, Sweden, Switzerland, Union of South Africa, Yugoslavia.

² Bolivia, Brazil, Bulgaria, Chile, Colombia, Czechoslovakia, Dominican Republic, France, Guatemala, Italy, Lithuania, Nicaragua, Panama, Paraguay, Peru, Persia, Uruguay, Venezuela, United States of America.

Of these nineteen States nine — namely, Bolivia, Colombia, Dominican Republic, Guatemala, Nicaragua, Paraguay, Persia, Peru and the United States of America — were not parties to the Statute of the Court, having only signed the Protocol of December 16th, 1920, without ratifying it.

³ Abyssinia, Costa Rica, Cuba. Costa Rica was not a party to the Court Statute, having merely signed the Protocol of December 16th, 1920, without having ratified it.

⁴ Bolivia, Brazil, Uruguay.

⁵ Cuba, Dominican Republic, Guatemala. On October 1st, 1930, thirty-one States had ratified the Protocol of revision, and nineteen had signed it. On the same date, twenty-seven States had ratified the Protocol concerning the accession of the United States. Twenty-four had signed it.

making thereby clear that in its view, despite the non-fulfilment of the conditions for bringing the Protocol into force on September 1st, 1930, the Protocol has not become void, and that its prompt and general ratification is desirable.

Secondly, the Assembly itself applied or recommended certain methods by which the objects of the Protocol of revision might be partially attained.

(1) In conformity with Article 3 of the Court Statute, the Assembly, on the proposal of the Council, decided to increase the number of ordinary judges from eleven to fifteen (Resolution No. 2). This, it is thought, may make it unnecessary to call upon the deputy-judges. It will also make it possible to avoid the risk of the Court being unable to sit for want of a quorum.

(2) The Assembly expressed the hope that the Court would consider the possibility of settling the question of its sessions (with a view to permanency) as well as that of the attendance of the judges, by applying Article 30 of its Statute, under which the Court frames rules for regulating its procedure. A modification of these rules would lead to results that would not greatly differ from those envisaged by the revised Statute.

(3) The Assembly made use of its powers under Article 32 of the Court's Statute to rearrange the system of salaries and allowances payable to the judges (Resolution No. 5). The proportion between the fixed and variable elements in judges' salaries is essentially modified; the annual salary is increased from 15,000 to 35,000 florins — the increase of 20,000 florins representing the maximum duty allowance that can be received. An allowance of 50 florins for each day of duty is retained, up to a maximum of 10,000 florins. In this way, a step is taken towards the stabilisation of salaries as a necessary consequence of the permanence of the sessions.

(4) Owing to the change in the system of remuneration of judges, the Assembly made certain small amendments to the Regulations regarding the pensions of judges and of the Registrar (Resolution No. 5).

II. — COMPOSITION OF THE COURT — ELECTIONS.

1. *Election of a successor to Mr. Charles Evans Hughes.* — On September 17th, the Assembly and the Council elected Mr. Frank B. Kellogg to succeed on the Court bench Mr. Charles Evans Hughes, who had resigned on February 14th, 1930.

The new judge is elected for the remainder of the normal term of office of his predecessor — until December 31st, 1930.

2. *General Election of Judges.* — On September 25th, the Assembly and the Council, voting concurrently, elected the following fifteen judges for the period January 1st, 1931 to December 31st, 1939 : M. Adatci, M. Altamira y Crevea, M. Anzilotti, M. de Bustamante y Sirven, M. van Eysinga, M. Fromageot, M. Guerrero, Sir Cecil Hurst, Mr. Kellogg, M. Negulesco, Baron Rolin-Jaequemyns, Comte Rostworowski, M. Schücking, M. Urrutia, Mr. Wang Chung Hui.

Four deputy-judges were appointed : M. Erich, M. da Matta, M. Novakovitch and M. Redlich.

III. — JURISDICTION OF THE COURT—EXTENSION OF COMPULSORY JURISDICTION.

By October 1st, 1929, nineteen States ¹ were bound by the Optional Clause of Article 36 of the Statute of the Permanent Court of International Justice, which provides that the jurisdiction of the Court shall be compulsory for certain classes of disputes which fall certain the category of disputes of a legal nature.

By October 1st, 1930, the number of States thus bound had risen to 33. This Article had been accepted by fourteen further States — namely, Albania, Australia, Brazil, Canada, Great Britain, Irish Free State, India, Latvia, Lithuania, Luxemburg, New Zealand, Salvador, Siam and South Africa.

¹ Abyssinia, Austria, Belgium, Bulgaria, Denmark, Estonia, Finland, Germany, Greece, Haiti, Hungary, the Netherlands, Norway, Panama, Portugal, Spain, Sweden, Switzerland, Uruguay.

By October 1st, 1930, ten other States ¹ had signed, but their signatures were subject to ratification. Of these ten signatures one — that of Yugoslavia — was subsequent to October 1st, 1929.

Twenty Conventions (treaties of arbitration and conciliation, commercial and navigation treaties, conventions or agreements entered into under the League's auspices) concluded since June 1929 contained provisions granting a certain measure of jurisdiction to the Court. The total number of instruments relating to the Court's jurisdiction was, on June 15th, 1930, more than 310 as against 275 on June 15th, 1929.

IV. — THE COURT'S WORK.

From October 1st, 1929, to September 30th, 1930, the Court gave two advisory opinions concerning :

- (1) The Greco-Bulgarian communities (Opinion No. 17);
- (2) The Free City of Danzig and the International Labour Organisation (Opinion No. 18).

(1) *The Greco-Bulgarian Communities.* — By a letter to the Secretary-General dated December 19th, 1929, the President of the Greco-Bulgarian Mixed Commission, on behalf of the Bulgarian and Greek Governments, asked that the Council should be requested to seek the advisory opinion of the Court with regard to the interpretation of the clauses of the Greco-Bulgarian Emigration Convention (November 27th, 1919), relating to communities.

The letter was accompanied by three annexes setting forth the questions put respectively by the Mixed Commis-

¹ These ten States were divided into two groups

1. Two States, Costa Rica and Nicaragua, had signed the optional clause of Article 36 without reserve as to ratification, but had not yet ratified the Statute of the Court itself.

2. Eight States had signed the optional provision in Article 36, but had not yet ratified it : Czechoslovakia, Dominican Republic, France, Guatemala, Italy, Liberia, Peru, Yugoslavia.

sion (Annex 1)¹, by the Bulgarian Government (Annex 2)² and by the Greek Government (Annex 3)³. The existence

¹ (1) What is the criterion to be applied to determine what is a community within the meaning of the Convention, *inter alia*, under Article 6, paragraph 2?

(2) What conditions must be satisfied in order to cause the Mixed Commission provided for in the Convention to dissolve a community such as is meant by the Convention?

(3) What is to be understood by such dissolution? What relations are to be dissolved? What is the period by reference to which the existence of such relations is to be established?

(4) What attitude is to be observed by the Mixed Commission in cases where it does not succeed in discovering the *ayants droit* (persons entitled) referred to in Article 10, paragraph 2, of the Convention?

* (1) Seeing that the Convention deals with voluntary emigration, and that a community, being a legal fiction, only exists in virtue of the law of the country in question, whose frontiers it cannot transcend, can it be admitted that a community may emigrate in virtue of the Convention, or does it not logically follow that, where the Convention speaks of the property of communities, this must be understood to mean any private property rights which emigrants may eventually possess in respect of such property?

(2) The Mixed Commission, being an executive body entrusted with the duty of facilitating emigration and liquidating existing rights of emigrants, and not with the creation of fresh rights, what body would be competent to order the eventual dissolution of a community, and what laws would such body be required to observe in such a case?

(3) Whichever views be adopted — *i.e.*, whether the case is considered to be one of liquidation merely of emigrants' property rights over the property of the communities, or one of liquidation in general of the property of the communities — must it not on either hypothesis be recognised that the liquidation must extend to the private property of the moral person which is constituted by a commune, a commune being the typical example of a community?

* (1) What is, in view of their origin and development, the nature of the communities referred to in Article 6, paragraph 2, and Article 7 of the Convention of Neuilly? Do they enjoy, in law or in fact, a personality which confers upon them some of the attributes of a moral person, and in particular the right to possess a patrimony separate from that of their members?

(2) Do the communities possess the characteristic of being connected as minorities and racial groups with the country in which the majority of the population is of the same race? What are eventually the consequences, as regards the allocation of their property, where their members, as contemplated by Article 10 of the Convention, are dispersed or absent (in the legal sense of the term)?

(3) On what conditions should the dissolution of the communities be made to depend?

(4) Does the Convention of Neuilly deal with communities dissolved before its entry into force? Should the same rules be applied as regards the dissolution of these communities and the allocation of the proceeds of the liquidation of their property as apply in the case of the communities referred to in Article 7 of the Convention?

(5) If the application of the Convention of Neuilly is at variance with a provision of internal law in force in the territory of one of the two signatory Powers, which of the conflicting provisions should be preferred — that of the law or that of the Convention?

of three questionnaires is due to the fact that the questionnaire submitted by the President of the Commission did not obtain the approval of the Governments concerned.

On January 16th, 1930, the Council requested the Permanent Court to give an advisory opinion on the questions formulated.

The principal question at issue in the Greek and Bulgarian arguments was that of the conception of a community within the meaning of the Convention of November 27th, 1919. The Bulgarian Government contended "that the conception of a community within the meaning of the Convention between Greece and Bulgaria respecting reciprocal emigration signed at Neuilly-sur-Seine on November 27th, 1919, is to be understood in the French sense of the expression '*corps et communautés*'—that is to say, that it covers associations with an ideal aim and 'foundations' enjoying juridical personality, provided that they present exclusively the characteristics of a racial or religious minority. Such are the various religious, educational or philanthropic establishments (religious congregations, churches, convents, monasteries, schools, hospitals, alms-houses, etc.) and communes, the population of which presents the characteristics of a minority, in so far as their private property is concerned".

The Greek Government on the other hand maintained that :

The criterion of the conception of a community within the meaning of the Convention, *inter alia*, within the meaning of Article 6, paragraph 2, is that it must be a group of persons of the same religion and race, must be of a character both religious and national and must be designed to serve the common interests of its members in regard to religion, education and charity; and that the question whether such a community still exists or has existed in the past is a question of fact to be decided in each case in accordance with the relevant historical data.

According to the Bulgarian argument, the existence of the community involved essentially a legal element; in the Greek contention, the existence of the community was purely a question of fact.

The Court decided this point as follows :

The criterion to be applied to determine what is a community within the meaning of the articles of the Convention, *inter alia*, Article 6, paragraph 2, is the existence of a group of persons living in a given country or locality, having a race, religion, language and traditions of their own, and united by the identity of such race, religion, language and traditions in a sentiment of solidarity, with a view to preserving their traditions, maintaining their form of worship, securing the instruction and upbringing of their children in accordance with the spirit and traditions of their race and mutually assisting one another.

From the point of view of the Convention, the question whether, according to local law, a community is or is not recognized as a juridical person need not be considered.

— In the same connection, the Court points out that the Mixed Commission has not to dissolve communities; it has merely to place on record the fact of their dissolution :

— The Mixed Commission, provided for by the Convention, has not itself to dissolve communities. In the meaning of the Convention, the dissolution of a community is a fact which must be verified by the Commission. It must result from the exercise of the right of emigration by the members of such community, and this emigration must involve the disappearance of the community or render it impossible for it to carry out its mission or fulfil its object.

Further, the Court states that :

Communities, within the meaning of the Convention, are of a character exclusively minority and racial. The State to which they are racially akin does not, from this circumstance, derive any right to the movable property or to the proceeds of the liquidation of the immovable property of a dissolved community whose members are dispersed or absent.

The advisory opinion was rendered unanimously by the thirteen judges on the Bench. Amongst these were two judges *ad hoc*, one Bulgarian and the other Greek.

(2) *The Free City of Danzig and the International Labour Organisation.* — On May 15th, 1930 the Council

at the request of the Governing Body of the International Labour Office, adopted the following resolution :

The Council of the League of Nations has the honour to request the Permanent Court of International Justice, in accordance with Article 14 of the Covenant, to give an advisory opinion upon the following question :

Is the special legal status of the Free City of Danzig such as to enable the Free City to become a Member of the International Labour Organisation?

The request was forwarded to the Members of the League and to States entitled to appear before the Court, and a special and direct communication was sent to the Senate of Danzig, the Polish Government and the Director of the International Labour Office, in accordance with Article 73, No. 1, paragraph 2 of the Rules of the Court. The representatives of the Danzig Senate, the Polish Government and the International Labour Office gave oral explanations at a public sitting.

The Court considered, first, that it must take into consideration, only the circumstances peculiar to the status of the Free City, and, secondly, that the question was not merely that of the admissibility of the Free City to the International Organisation, but whether it could fulfil the duties incumbent upon the Members of the Organisation.

The Court left on one side the question whether the second paragraph of Article 387 permitted a State or community to be a Member of the International Labour Organisation without being also a Member of the League. This question had not been raised and the Court did not intend in any way to prejudge it.

The Court analysed the special juridical status of the Free City, which, it considered, was based on two elements :

A special relation to the League of Nations by reason of its being placed under the protection of the League . . . and a special relation to Poland by reason of the conduct of the foreign relations of the Free City being entrusted to the Polish Government.

As regards the conduct of the foreign relations of the Free City the Court states :

It is now common ground between Poland and the Free City that the rights of Poland as regards the conduct of the foreign relations of the Free City are not absolute. The Polish Government is not entitled to impose a policy on the Free City, or to take any step in connection with the foreign relations of the Free City, against its will.

On the other hand, the Free City cannot call upon Poland to take any step in connection with the foreign relations of the Free City which are opposed to her own policy. As the High Commissioner said in his decision of December 17th, 1921, if Poland were obliged to do so, she would come under the domination of the Free City, and this was certainly not contemplated by the Treaty of Versailles.

The result is that, as regards the foreign relations of the Free City, neither Poland nor the Free City is completely master of the situation. The Free City is entitled to care for her own interests and to see that nothing is done which is prejudicial to them. Poland is entitled to care for her own interests and to refuse to take any action which would be prejudicial to them.

The Court observes, on the other hand, that in view of the particular method of working of the Labour Conference, the arrangements now in force as to the representation of the Free City at international conferences cannot afford a solution of the question of the participation of the Free City in the International Labour Organisation. The Court points out that :

The Free City is not in a position to oblige the Polish Government to take any action in the conduct of its foreign relations which is contrary to the interests of Poland herself.

It observes that :

Such acts as the ratification of a draft Convention or the filing of a complaint against another Member State for failure to observe the provisions of a Convention must clearly belong to the field of foreign relations. The Free City as a Member of the Labour Organisation could not take any such steps itself. It would be obliged to use the Polish Government as its intermediary, and therefore in all such cases Polish consent would be necessary, because the Polish Government would

be entitled to refuse to take these steps on behalf of the Free City if they were prejudicial to important interests of the Polish State.

The Court has not found any provision in Part XIII which absolves a Member of the Labour Organisation from complying with the obligations of membership or excuses it from participating in the normal activities of the Organisation if it cannot first obtain the consent of some other Member of the Organisation. Apart, therefore, from any such possible difficulties as those referred to at the beginning of this opinion, the Court considers that the Free City of Danzig could not participate in the work of the Labour Organisation until some arrangement had been made ensuring in advance that no objection could be made by the Polish Government to any action which the Free City might desire to take as a Member of that Organisation.

A prior agreement would have to be reached between Poland and the Free City, guaranteeing that the Polish Government would not oppose any action taken by the Free City as a Member of the International Organisation.

The Court added that, for constitutional reasons, it might be desirable that such agreement should be approved by the Council.

Observing that no such agreement exists at the moment, the Court therefore declares "that the special legal status of the Free City of Danzig is not such as to enable it to become a Member of the International Labour Organisation".

The Court was composed of ten judges. The opinion was adopted by six votes to four. Two members of the minority, M. Anzilotti and M. Huber delivered separate opinions. M. Loder attached to the opinion the statement of his dissent.

CHAPTER III

LEGAL AND CONSTITUTIONAL QUESTIONS

- I. Codification of International Law. — II. The Covenant and the Paris Pact. — III. Ratification of International Conventions concluded under the League's Auspices. — IV. Registration of Treaties. — V. International Institute of Private Law.

Legal and constitutional questions played a prominent part in the work of the past year owing to the first Conference for the Codification of International Law, a study of proposals for the amendment of the Covenant to bring it into harmony with the Paris Pact, and the examination of measures for hastening the ratification and putting into force of Conventions concluded under the League's auspices.

I. — CODIFICATION OF INTERNATIONAL LAW.

The first Conference for the Codification of International Law¹ met on March 13th, 1930, at The Hague under the presidency of M. Heemskerk, Minister of State and former Prime Minister of the Netherlands.

Forty-seven countries were represented, including eight non-members of the League.

1. *Nationality*. — Nationality problems are among the most delicate and difficult in the world owing to their political nature and the fact that they affect the development of the whole corporate life of the State. It was naturally realised that there was no present possibility of reconciling in a convention certain important interests of the emigration and immigration countries, and that the Conference would have to accept the principle of the autonomy of States in the determination of nationality.

¹ See *The League from Year to Year, 1926-27*, pp. 66-70; 1927-28, pp. 91-96; 1928-29, pp. 88-90.

The Conference, nevertheless, succeeded in reaching agreement on most of the points submitted for discussion. This agreement is embodied in a Convention, three protocols and a number of recommendations embodied in a Final Act. These texts drafted with all the care necessitated by the existence of widely-differing, and even conflicting, national laws on the subject, do not aim at the introduction of uniform laws; they do not even remove all the inconveniences of double nationality or entirely eliminate statelessness. Their principal merit, as stated by M. Politis (Greece), Chairman of the First Committee (which examined nationality problems), is to enable international law to make its way into a domain which had hitherto been the exclusive preserve of the individual States.

The Convention as a whole, observed M. Guerrero (Salvador), the Rapporteur, is imbued with a general idea which the legislatures of every country must regard as expressing the feeling of the Conference. This idea is that every individual has a right to a nationality, and that it is most important for all countries to prevent any person from possessing multiple nationality.

Although there are still very important questions to be settled, it is only right to point out that this first attempt at the codification of nationality laws marks a very noteworthy advance.

The Convention deals with certain questions relating to the conflict of laws on nationality, and its object is to eliminate various consequences of the absence of nationality (statelessness) and of double nationality.

The preamble sets forth the objects and the scope of the Convention.

The High Contracting Parties . . . being convinced that it is in the general interest of the international community to secure that all its members should recognise that every person should have a nationality and should have one nationality only;

Recognising accordingly that the idea towards which the efforts of humanity should be directed in this domain is the abolition of all cases both of statelessness and of double nationality;

Being of opinion that, under the economic and social conditions which at present exist in the various countries, it is not possible to reach immediately a uniform solution of all the above-mentioned problems;

Being desirous, nevertheless, as a first step toward this great achievement, of settling in a first attempt at progressive codification those questions relating to the conflict of nationality laws on which it is possible at the present time to reach international agreement . . .

The Convention comprises six chapters. The first five deal respectively with general principles, expatriation permits, nationality of married women, nationality of children and adoption.

Before taking its decisions on the nationality of married women, the Conference heard the views of delegates from the women's organisations interested in the question. The delegates were received by the general Committee, and were also heard at a plenary meeting of the First Committee. Unable to adopt any one of the various existing lines of policy, the Conference confined its efforts to concrete cases. The provisions adopted make it possible entirely to abolish statelessness in the case of a woman who marries a foreigner or whose husband changes his nationality during marriage.

The Convention will enter into force on the ninetieth day after the ratification or accession of ten States.

The Protocols. — The Conference drew up three Protocols, independent of the Convention, which countries may sign or to which they may accede separately. Two deal with statelessness (absence of nationality). The object of the first is to determine "certain relations of stateless persons to the State whose nationality they last possessed". It is intended to enable an indigent or undesirable stateless person to be sent back in certain cases to the country whose nationality he last possessed.

The object of the second is to prevent "statelessness arising in certain circumstances"—namely, in the case of a child born of a mother having a nationality and of a father without nationality or of unknown nationality. Cases of this kind have resulted particularly from emigration following upon the war.

The object of the third Protocol is to determine "in certain cases the position as regards the military obligations of persons possessing two or more nationalities". This text enables countries desiring to do so to undertake to exempt persons having a double nationality from military service in one of the countries of which they are nationals. The Protocol provides a remedy for situations which are particularly common in immigration countries.

Of these three Protocols, the first was adopted by a bare majority, the other two by a majority of more than two-thirds of the delegations present.

Recommendations. — The Conference drew up eight recommendations which may be classified in four groups, relating respectively to (a) the settlement of the problem of statelessness in general; (b) the settlement of the problem of double nationality; (c) the introduction in the law of the various States of the principle of equality as between the sexes in matters of nationality, taking particularly into consideration the interests of the children, and the granting of greater freedom for a woman who marries a foreigner to retain her original nationality; (d) proof of nationality (legal value of certificates of nationality, and conditions for their recognition by States).

2. *The Territorial Sea.* — The Conference unanimously agreed on the following principles : 1. Every coastal State possesses sovereignty over a belt of sea (territorial sea) around its coasts; 2. Freedom of maritime navigation must be safeguarded within that zone. There were, however, two further questions to be settled. The breadth of the territorial sea had to be fixed and the legal status of that sea had to be exactly determined.

As regards the breadth of the territorial sea, there were considerable differences of opinion in the Second Committee which examined questions relating to the territorial sea under the Chairmanship of M. Göppert (Germany). These differences were mainly the result of the varying geographical and economic conditions in different States and parts of the world. The conditions of navigation in time of war also played a certain part.

The fixing of the breadth at three miles was opposed by certain States, which maintain that there is no rule

of law to that effect, and that their national interests necessitate the adoption of a wider belt. The proposal to recognise a wider belt for these States, and for them alone, led to objections from two sides : some States were not prepared to recognise exceptions to the three-mile rule, while those which would benefit by the exceptional regime were of opinion that the adoption of such a rule would be arbitrary, and were not prepared to accept any special position conceded to them merely as part of the terms of an agreement.

Though obtaining a fair measure of support, the idea of a zone contiguous to the territorial waters, in which the coastal State could take the necessary measures of supervision to prevent, in its territory or territorial waters, contravention of its Customs or health laws or interference with its security by foreign vessels, was not ultimately adopted as a compromise.

In these circumstances, the Conference refrained from deciding whether the international law in force did or did not recognise the existence of a belt of territorial sea of a specified breadth, and was accordingly unable to reach any decision as to the method of measuring the territorial sea. Articles were, however, drawn up in regard to the starting-point of the territorial sea, and the cases of ports, roadsteads, islands, straits and mouths of rivers; these should facilitate the general solution of the problem in the future.

The Conference was more successful in its attempts to determine the legal status of the territorial sea, since it succeeded in drawing up thirteen articles defining the right of passage and the rules applying to warships and other vessels. These articles were provisionally approved by the Conference, either as parts of a convention to determine the breadth of the territorial sea, or as elements of a special convention on the legal status of that sea.

Lastly, the Conference adopted two recommendations, the first relating to the legal status of foreign vessels in inland waters. The Conference recommended that the Convention on the International Regime of Maritime Ports,

signed at Geneva on December 9th, 1923,¹ should be supplemented by the adoption of provisions regulating the scope of the judicial powers of States with regard to vessels in their inland waters.

The other recommendation relates to the ichthyography of the sea, and the fishing industry in general; the Conference points out to States the importance of assisting scientific research in regard to ichthyography and means of protecting fry in certain particular zones of the sea. It is generally believed that an agreement on this subject would lessen the need which certain States feel for an adjacent zone for the protection of the various species.

The Conference expressed the opinion that the work of codification on this subject should be continued. For this purpose it decided to ask the Council : 1. To communicate to Governments the articles dealing with the legal status of the territorial sea; 2. To invite them to continue their study of the question, and to consider whether maritime States should be asked to forward to the Secretary-General official information regarding the base lines adopted for the determination of their belts of territorial sea; 3. Lastly, to convene, as soon as it deemed opportune, a further Conference for the conclusion of a general convention on all questions connected with the territorial sea, or even of a convention limited to the legal status of that sea.

3. *Responsibility of States.* — The Committee which examined the problem of the responsibility of States was unable to complete its study, and consequently did not submit any conclusions.

The Conference adopted certain other general recommendations for the continuation of the work of codification.

It invited international or national institutions to undertake at a sufficiently early date the study of the questions which might be placed on the agenda of future conferences.²

¹ See Chapter VI : " Communications and Transit ".

² The Conference :

Highly appreciating the scientific work which has been done for codification in general and in regard to the subjects on its agenda in particular;

Cordially thanks the authors of such work and considers it desirable that

It recommended that the work undertaken under the auspices of the League and by the Conferences of American States should be carried on in complete harmony.¹

Lastly, it gave certain indications as to the manner in which, in its view, future conferences should be prepared.²

On May 15th, 1930, the Council took note of the work of the first Conference for the Codification of International Law.

subsequent conferences for the codification of international law should also have fresh scientific work at their disposal and that, with this object, international and national institutions should undertake at a sufficiently early date the study of the fundamental questions of international law, particularly the principles and rules and their application, with special reference to the points which are placed on the agenda of such conferences.

¹ The Conference :

Considering it to be desirable that there should be as wide as possible a co-ordination of all the efforts made for the codification of international law;

Recommends that the work undertaken with this object under the auspices of the League of Nations and that undertaken by the Conferences of American States may be carried on in the most complete harmony with one another.

² The Conference :

Calls the attention of the League of Nations to the necessity of preparing the work of the next Conference for the codification of international law a sufficient time in advance to enable the discussion to be carried on with the necessary rapidity and in the light of the information which is essential.

For this purpose the Conference would consider it desirable that the preparatory work should be organised on the following basis :

1. The Committee entrusted with the task of selecting a certain number of subjects suitable for codification by convention might draw up a report indicating briefly and clearly the reasons why it appears possible and desirable to conclude international agreements on the subjects selected. This report should be sent to the Governments for their opinion. The Council of the League of Nations might then draw up the list of the subjects to be studied, having regard to the opinions expressed by the Governments.

2. An appropriate body might be given the task of drawing up, in the light of all the data furnished by legal science and actual practice, a draft convention upon each question selected for study.

3. The draft conventions should be communicated to the Governments with a request for their observations upon the essential points. The Council would endeavour to obtain replies from as large a number of Governments as possible.

4. The replies so received should be communicated to all the Governments with a request both for their opinion as to the desirability of placing such draft conventions on the agenda of a conference and also for any fresh observations which might be suggested to them by the replies of the other Governments upon the drafts.

5. The Council might then place on the programme of the Conference such subjects as were formally approved by a very large majority of the Powers which would take part therein.

This work called for examination by the Council from two points of view :

(a) The action to be taken in regard to those recommendations on questions of nationality and the territorial sea;

(b) The League's future action in regard to the codification of international law.

The questions referred to in *nationality* recommendations were among the most difficult submitted to the Conference, and the Council therefore could not see its way to take any further action for the present. It preferred to wait until Governments had had time to study these questions at leisure in the light of the records published by the Conference.

As the rapporteur observed : "The work hitherto undertaken by the League in the matter has been merely the work which led up to the convening of the Conference. There does not at present exist any League organisation which could appropriately be charged with a further examination of the subject." In these circumstances, the Council simply noted the recommendations and associated itself with the view that the League should, at the right moment, endeavour to make what further contribution it could towards the solution of the important and difficult problems of statelessness and the different conflicts arising from the possession by an individual of two or more nationalities.

As regards the *territorial sea*, the Council communicated to the States invited to the Conference the articles dealing with the legal status of that sea. It also invited the various Governments to continue, in the light of the discussions of the Conference, their study of the question of the breadth of the territorial sea, and to endeavour to discover means of facilitating the work of codification in this matter.

The Council adjourned to a subsequent session its decision in regard to the communication to the League by maritime States of information regarding the base lines adopted for the determination of their belts of territorial sea and the summoning of a further conference, either for the conclusion of a general convention on all

questions connected with the territorial sea or a convention limited to certain points. It instructed the Secretary-General, however, to inform the Governments that it would be glad to consider any views on these various points.

It invited the Transit Organisation to follow the development of the problem of codification of international law relating to the territorial sea, with a view to presenting recommendations to the Council on the subject when it found it possible to do so. It also asked it to consider the recommendation concerning inland waters.

The Council considered that the general recommendations regarding progressive codification of international law formulated by the Conference should be examined by the Assembly at its next session. It therefore determined to await the results of the Assembly's discussion before deciding whether a further meeting of the Committee of Experts for the Progressive Codification of International Law should be summoned.

The Assembly adopted on October 3rd, 1930, the following resolution :

The Assembly has taken note of the work of the Conference which was held at The Hague in March and April 1930, as a result of the initiative taken by the Assembly by its resolution of September 22nd, 1924, regarding the progressive codification of international law.

It reaffirms the great interest taken by the League of Nations in the development of international law, *inter alia*, by codification, and considers it to be one of the most important tasks of the League to further such development by all the means in its power.

The recommendations made by the Conference contain suggestions of the highest value, and must be taken into account in examining what would be the best methods for continuing the work which has been begun.

The Assembly accordingly decides to adjourn the question to its next session, and requests the Council, in the meanwhile, to invite the Members of the League of Nations and the non-member States to communicate to it, if they so desire, their observations on these suggestions, in order that these observations may be taken into consideration by the Assembly.

THE COVENANT AND THE PARIS PACT.

In September 1929 the Assembly, on the British delegation's proposal, and after protracted debates, invited the Council to appoint a Committee of eleven persons to report on the amendments necessary to bring the Covenant into harmony with the Paris Pact.

The Council appointed this Committee on January 15th, 1930¹.

At its meeting, which took place at Geneva from February 25th to March 5th, 1930,² the Committee elected its Chairman, M. Scialoja, and in addition to proposals for amendments submitted by the British and Peruvian Governments, carefully examined the observations or proposals from the Austrian, Belgian, Chinese, Danish, Estonian, Finnish, French, German, Greek, Hungarian, Indian, Luxemburg, Netherlands, Norwegian, Panaman, Polish, South African, Uruguayan, and Yugoslav Governments.

It finally adopted certain proposals for amendments and drew up a report on the view it had taken of its task and the reasons on which it based its proposals.

In the first place the Committee considered that it was not called upon to consider the political aspect of the question. Further, it was of opinion that it should not confine itself to simply reproducing in the Covenant the terms of the Paris Pact, and that it should endeavour, while making as few changes as possible in the Covenant, to maintain the latter's organic character and to indicate to some extent the consequences of embodying in the Covenant the general prohibition of resort to war.

The amendments proposed by the Committee relate to the Preamble of the Covenant, Article 12, paragraph 1,

¹ The Council appointed this Committee as follows : M. Adatci (Japan), B. W. von Bülow (Germany), Lord Cecil (British Empire), M. Cobián (Spain), M. Cornejo (Peru), M. Cot (France), M. Scialoja (Italy), M. Sokal (Poland), M. Titulesco (Roumania), M. Undén (Sweden) and M. Woo Kaiseng (China).

² M. Adatci (Japan) and M. Titulesco (Roumania), who had been appointed by the Council, were unable to attend and were replaced by M. Ito and M. Antoniadé respectively. M. Pella attended several meetings in place of M. Antoniadé.

Article 13, paragraph 4, Article 15, paragraphs 6 and 7. A new paragraph 7 *bis* is introduced into Article 15.¹

The Committee refrained from reproducing, either in the Preamble or in Article 12, paragraph 1, the wording of the Paris Pact. It confined itself to stating the general prohibition to resort to war in the briefest and simplest fashion, while retaining the form of the Preamble and of Article 12.

As regards Article 13, paragraph 4, which refers to the execution of arbitral awards, the Committee eliminated

¹ The following is the text of the amendments proposed :

Preamble.

In order to promote international co-operation and to achieve international peace and security by *accepting the obligation not to resort to war.*

Article 12, Paragraph 1.

The Members of the League agree that, if there should arise between them any dispute likely to lead to a rupture, they *will only employ pacific means for its settlement.*

If the disagreement continues, the dispute shall be submitted either to arbitration or judicial settlement, or to enquiry by the Council. The Members of the League agree that they will in no case resort to war for the solution of their dispute.

Article 13, Paragraph 4.

The Members of the League agree that they will carry out in full good faith any award or decision that may be rendered and that they *will not take any action against any Member of the League which complies therewith.*

In the event of any failure to carry out such award or decision, the Council shall propose what measures *of all kinds* should be taken to give effect thereto; *the votes of the representatives of the parties shall not be counted.*

Article 15, Paragraph 6.

If the report by the Council is unanimously agreed to by the members thereof, other than the representatives of one or more of the parties to the dispute, the Members of the League *agree that they will comply with the recommendations of the report. If the Council's recommendation is not carried out, the Council shall propose suitable measures to give it effect.*

Article 15, Paragraph 7.

If the Council fails to reach a report which is unanimously agreed to by the members thereof, other than the representatives of one or more of the parties to the dispute, it shall *examine the procedure best suited to meet the case and recommend it to the parties.*

Article 15, Paragraph 7 bis.

(New Paragraph.)

At any stage of the examination, the Council may, either at the request of one of the parties or on its own initiative, ask the Permanent Court of International Justice for an advisory opinion on points of law relating to the dispute. Such application shall not require a unanimous vote by the Council.

in this particular case the right to resort to war; but it refused to accept the proposal of some of its members that the Council should be permitted to determine by a simple majority what measures should be taken to give effect to its awards. It decided, however, to stipulate that the votes of the representatives of the parties should not be counted.

As regards Article 15, paragraph 6, which refers to the case of the Council having to deal with a dispute and adopting its report unanimously, the Committee thought it would be well to make the conclusions of this report obligatory and enable the Council, should its recommendation not be carried out, to propose suitable measures to give effect to it.

As regards Article 15, paragraph 7, the Committee, while recognising the importance of establishing a procedure enabling an obligatory decision to be eventually pronounced, even when the Council could not reach unanimity, did not think it possible to impose on the parties, by means of an amendment to the Covenant, the obligation to resort to judicial or arbitral settlement. It confined itself to saying that the Council shall "examine the procedure best suited to meet the case and recommend it to the parties".

But, to facilitate unanimity among the members of the Council and to assist in clearing up legal points under dispute, the Committee proposed a new paragraph 7*bis*, enabling the Council to ask the Permanent Court of International Justice, either at the request of one of the parties or on its own initiative, for an advisory opinion on the points of law relating to the dispute.

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* *

At its May session, the Council decided to forward the report to the Assembly.

At the Assembly, the report was discussed by the First Committee which finally decided, on the proposal of

M. Rolin and M. Politis, to appoint a Sub-Committee¹ to consider the political as well as the legal aspects of the problem of bringing the Covenant into harmony with the Paris Pact, to consider what changes, if any, should be made in the proposals of the Committee of Jurists, and to state in its report whether it considered the question ripe for decision this year.

The Sub-Committee submitted to the First Committee a report and draft resolution. The report was approved by the First Committee and submitted to the Assembly, together with a draft resolution, which the Assembly adopted on October 30th, 1930.

The Sub-Committee, in the first place, drew up proposals for amendments,² somewhat different from those

¹ The Sub-Committee consisted of the following :

M. Cassin (France), Viscount Cecil of Chelwood (Great Britain), M. Chao-chu Wu (China), M. Erich (Finland), M. Gaus (Germany), M. Guani (Uruguay), M. Ito (Japan), M. Limburg (Netherlands), M. Mironesco (Roumania) (replaced by M. Visolano), M. Pilotti (Italy), M. Politis (Greece), M. Raestad (Norway), M. Rolin (Belgium), M. Unden (Sweden).

M. Hoffinger (Austria) and M. Rundstein (Poland) were present at the meeting in order to explain the proposals submitted to the Sub-Committee by their respective delegations.

* Texts drawn up by the Sub-Committee :

Preamble.

In order to promote international co-operation and to achieve international peace and security by accepting the obligation not to resort to war . . .

Article 12.

1. The Members of the League agree that, if there should arise between them any dispute likely to lead to a rupture, they will in no case have recourse to war for the settlement of the dispute and will only employ pacific means for this purpose. If the dispute cannot be otherwise settled, it shall be submitted either to arbitration or judicial settlement or to enquiry by the Council.

2. The award of the arbitrators or the judicial decision shall be given and the report of the Council shall be made within a reasonable period.

Article 13, Paragraph 4.

The Members of the League agree that they will carry out in full good faith the award or decision rendered in a dispute to which they have been parties. They further undertake in no way to support a State in refusal to carry out an award or decision. In the event of any failure to carry out such an award or decision, the Council shall propose what measures of all kinds should be taken to give effect thereto; the votes of the representative of the parties shall not be counted.

Article 15, Paragraph 6.

If the report by the Council is unanimously agreed to by the members thereof, other than the representatives of one or more of the parties to the

submitted by the Committee of Jurists, and, in its view, more likely to command general approval.

As regards Article 12, paragraphs 1 and 2, and Article 13, paragraph 4, the Sub-Committee makes no substantial changes in the proposals of the Committee of Jurists, but only endeavours to make the text clearer and more logical.

As regards Article 15, paragraph 6, the Sub-Committee departs from the proposals of the Committee of Jurists, the effect of which was to make the unanimous resolutions of the Council obligatory.

The passage in the report is as follows :

Doubts were expressed on this point in several quarters. It was pointed out that the Council was a political organ and, as such, should retain an elasticity and a freedom of decision which might be impeded and hampered if its recommendations were recognised as binding. The very nature of its task would thus, it was said, be changed, for it would act no longer as mediator but as an arbitrator, and sometimes this might even make it more difficult to secure unanimous agreement.

In these circumstances, the Sub-Committee returned to the original principles established by the Covenant.

The new text drawn up by the Sub-Committee, owing to the use of the word "invite", constitutes, as the Sub-Committee's report says, "only a slight strengthening of the force of the conclusions of a unanimous report".

As regards paragraph 7*bis*, empowering the Council,

dispute, the Council shall invite the parties to comply with the recommendations of the report. The Members of the League undertake in no way to support any party in refusal to comply with such recommendations.

Article 15, Paragraph 7.

If the Council fails to reach a report which is unanimously agreed to by the members thereof, other than the representatives of one or more of the parties to the dispute, it shall examine the procedure best suited to meet the case and recommend it to the parties.

Article 15, Paragraph 7 bis.

(Suppressed.)

Article 16, Paragraph 1, First Sentence.

1. Should any Member of the League resort to war in disregard of its covenants under Article 12, it shall, *ipso facto*, be deemed to have committed an act of war against all other Members of the League . . .

even without a unanimous vote, to ask the Permanent Court of International Justice for an advisory opinion, the Sub-Committee justifies its omission as follows :

As the obligatory character of the Council's unanimous recommendations has not been retained, it was thought that the principal reason which existed for the insertion of this supplementary provision in the Covenant, and which would have justified its maintenance, no longer remained.

In the second place, the Sub-Committee considered the political difficulties which, generally speaking, might prevent the adoption of the amendment.

The first difficulty arises from the position of certain States, Members of the League, but not parties to the Paris Pact.

The Sub-Committee's report contains the following passage :

On this point, the Sub-Committee obtained, in the first place, the opinion of the representatives of those Members of the League of Nations which have not acceded to the Pact of Paris and accordingly do not stand in the same relation to the problem as the other Members of the League.

The task of perfecting the Covenant of the League which has been undertaken receives the full sympathy of these Members of the League as being in harmony with their political traditions, but does not present itself to them as an urgent matter. They feel that its achievement should be conditional upon a very thorough examination of the new methods of pacific settlement which are its corollary.

A second difficulty is due to the fact that :

Certain of the States which have signed or acceded to the Paris Pact accompanied their signatures or accessions by interpretations of the terms employed in that instrument.

The report says in this connection :

The question might, in particular, be asked whether these interpretations would have the same effect if the case ceased to be one of bringing the Covenant into harmony with the Paris Pact and became merely one introducing the principle of prohibition of resort to war into the Covenant of the League of Nations.

A third difficulty is indicated as follows :

The proposed amendments have given rise to other questions as to the problem of the compatibility of the amended Covenant of the League of Nations with other treaties and situations which were the object of express reservations when the Paris Pact was concluded. The Sub-Committee felt that it would be impossible to settle these questions unless the Governments concerned were given the opportunity to examine them further.

This consideration was one of those which played the greatest part in causing a considerable majority of the Sub-Committee to feel that it would be actually in the interests of the success of the proposed amendments that they should be referred to the Governments for further examination.

A final difficulty relates to the conditions of application of Article 16 in the event of the general prohibition of resort to war being embodied in the Covenant. The report says .

The question of the conditions of the application of the sanctions of Article 16 of the Covenant to the new obligations is a question on which all the Members of the League do not as yet hold the same views. The discussions in the full Committee and in the Sub-Committee are a proof of this.

In these circumstances, it seemed necessary that Governments should examine the question anew with a full knowledge of the facts. The Assembly endorsed this view, adopting the following resolution :

The Assembly :

Believing it to be necessary to incorporate in the Covenant of the League of Nations the general prohibition of resort to war and the principle that the settlement of international disputes should never be sought except by pacific means;

Appreciating the great value of the report made by the Committee of Eleven;

Taking account of the facts that, on some points, the First Committee has been led to consider changes in the proposed texts and that in the course of the discussion certain political aspects of the question have come into view which render it desirable for it to be further studied;

Requests the Secretary-General to submit to the Governments of the Members of the League the report of the Committee of Eleven and that of the First Committee, asking them to formulate their observations before June 1st, 1931, and to state, if they so desire, what amendments to the Covenant would, in their opinion, be best suited to attain the object in view.

III. — RATIFICATION OF INTERNATIONAL CONVENTIONS CONCLUDED UNDER THE LEAGUE'S AUSPICES.

The Tenth Assembly decided, on the Danish Government's proposal, to request the Council to set up a committee to investigate the reasons for the delays which still exist in the ratification of conventions and the means by which the number of signatures, ratifications or accessions could be increased.¹

This Committee met at Geneva from April 28th to May 2nd, 1930.² It studied : (1) The causes for delays in the procedure of ratification of conventions concluded under the auspices of the League, and (2) Methods for increasing the number of signatures, ratifications or accessions.

Its report begins with a few general considerations.

In the first place, it is observed that the position as regards the ratification of conventions concluded under the auspices of the League is not discouraging. Out of thirty-nine conventions, agreements and protocols, twenty-six have come into force; 544 ratifications have been deposited at the Secretariat; 560 signatures are still unratified.

In the Committee's opinion, this result is more satisfactory than that obtained in the case of other interna-

¹ Resolution and recommendations adopted on September 24th, 1929.

² The Council appointed the following as members of this Committee : Senator A. François (Belgium), M. E. Villegas (Chile), M. E. Scavenius (Denmark), Viscount Cecil of Chelwood (Great Britain), M. Massimo Pilotti (Italy), Hussein Khan Alâ (Persia), M. Lobo d'Avila Lima (Portugal), M. H. Schupbach (Switzerland).

Viscount Cecil of Chelwood, who was unable to attend, was replaced by Mr. W. E. Beckett; M. Villegas by M. Gajardo; M. Lobo d'Avila Lima by M. Ferraz de Andrade and Hussein Khan Alâ by M. Sépahbody.

The Committee elected M. Scavenius as Chairman, and appointed Senator François as Rapporteur.

tional conventions of a general character negotiated elsewhere.

A distinction is drawn between the ratification of signatures and accessions to a convention.

It is assumed that the signature of an international convention indicates the intention of the signatory to re-examine the question. The Committee considered that, after a reasonable lapse of time, information should be forthcoming as to the fate of the signature.

The report sets forth the *causes* of delay in ratification. Among the chief of these are (a) the complicated character of the present government machinery; (b) shortage of parliamentary time; (c) the necessity in some cases of modifying national legislation in order to fulfil the obligations laid down in conventions, etc.

As regards remedies, the Committee distinguishes between methods suggested to hasten the ratification of conventions already signed, and methods for increasing the number of signatures and accessions.

In the first case, the Committee proposes the insertion in conventions of texts including a clause under which States would undertake to inform the Secretary-General of their intentions if they do not ratify the Convention within a given time. Another clause, inserted in the Protocol of Signature, would provide for a conference to examine the position of a convention which had not come into force within a prescribed period. The signatories would undertake to send representatives to this conference.

As regards *methods of increasing the number of signatures of conventions still open to signature, and the number of accessions*, the Committee considers that the essential point is to know the reasons which prevent each country from participating in each convention. In cases where the failure to sign or accede is due to objections to some of the provisions of the Convention, the Committee suggests the holding of a second conference in order to surmount these difficulties.

Lastly, the Committee adopted the principal points of a questionnaire to be addressed by the Secretary-General to the Governments, asking for information on the procedure of ratification and accession in force in their

country, as well as their opinion on the possibility of extending the system of conventions which come into force from the date of signature without ratification being necessary.

* * *

On October 3rd, 1930, the Assembly adopted resolutions and recommendations indicating what arrangements should be made in future to ensure the participation of the greatest possible number of States in conventions concluded under the League's auspices, and the deposit of ratifications in as short a time as possible.

These arrangements, which are based on the report of the Committee of Jurists, mainly concern : (1) measures to expedite ratifications and accessions to conventions already concluded; and (2) procedure preliminary to the summoning of conferences for the negotiation of general conventions.

* * *

Each year the Secretary-General will request any State that has signed any general convention concluded under the League's auspices, but has not ratified it within a year from the closing of the protocol of signature, to communicate its intentions as regards ratification. The replies will enable the Secretary-General to prepare a report for the Assembly.

At such times and at such intervals as seem suitable in the circumstances, the Secretary-General will request the Government of any Member of the League that has neither signed nor acceded to a convention within five years from the opening of the convention for signature to state its views with regard to the convention — in particular, whether such Government considers there is any possibility of its accession to the convention or whether it has objections to the substance of the convention. Information concerning all such requests will be communicated to the Assembly.

As regards each existing general convention, the Council will consider, after consulting appropriate organs or com-

mittees of the League, and in the light of such information as may be available, whether it is desirable and expedient that a second conference should be summoned to determine whether amendments should be introduced into the convention, or other means adopted, to facilitate the acceptance of the convention by a greater number of countries.

The Assembly also recommended the adoption, at future League conferences at which general conventions are signed, of a special protocol of signature or of a special clause in the convention relating to its entry into force. It further asked the Council to investigate in what measure it would be possible — in view of the constitutional law and practices of different States — to adopt the procedure of signing instruments in the form of government agreements not subject to ratification.

The Assembly was of opinion that, in future, general conventions, negotiated under the League's auspices and subject to ratification, should not be left open for signature after the close of the conference for a longer period than six months, unless special reasons rendered a longer period advisable. This period is the minimum compatible with the requirements of certain very distant countries.

* * *

As the problem of ratification depends to a great extent on the proper preparation of conferences, the Assembly laid down the rules to be followed before the summoning of such conferences.

In the case of all general League conventions, the following procedure will in principle be followed except in cases where previous conventions or arrangements have established a special procedure or where, owing to the nature of the questions to be treated or to special circumstances, the Assembly or the Council consider other methods more appropriate.

This procedure is based on the experience acquired at recent conferences. First, the Council and the Assembly have to decide whether a conference should be held. When an organ of the League recommends the conclusion

of a general convention on any matter, it will prepare a memorandum explaining the objects which it is desired to achieve and the benefits which would result from the convention. If the Council approves the proposal in principle, a first draft convention will be prepared and communicated to Governments, together with the explanatory memorandum. Governments will be asked to inform the Secretary-General if they feel that the draft should be taken into consideration. The preliminary draft convention and the observations of Governments will be communicated to the Assembly, and the Assembly will then decide whether to recommend the Council to summon the conference. Not until this procedure of "consideration" has been completed will the preparation of the actual subject-matter of the conference begin. The Council will arrange for the preparation of a draft convention in the light of the replies from Governments, and the new draft will be transmitted to each Government with a request for its opinion and observations on the replies of other Governments. The aim of this system is to make quite clear the position of Governments and the possibilities of success before considering the convocation of a conference. In the light of the results of this second consultation, the Council will decide whether to summon the conference. In fixing the date, the Council will endeavour as far as possible to avoid two League conferences being held simultaneously and to ensure the lapse of a reasonable interval between two conferences.

* * *

The Assembly noted the tables prepared by the Secretariat showing the position as regards signatures, ratifications and accessions in respect of League conventions. Appreciating the utility of this work, the Assembly asked that these tables should be published three times a year at the same time as the lists drawn up at the request of the Council, and that the Secretary-General, after consulting the Governments and the central offices of international unions and commissions, should consider the possibility of drawing up similar tables for all general conventions in force.

IV. — REGISTRATION OF TREATIES.

From September 30th, 1929, to October 3rd, 1930, 320 treaties and international agreements were presented for registration by Members of the League or communicated by other States.

As usual, these treaties deal with a variety of subjects, such as arbitration, conciliation and the pacific settlement of disputes; alcohol and drugs; trade, navigation and Customs; consular and establishment conventions; private law; economic, financial and taxation questions; the tracing of boundaries and frontier traffic; tonnage measurement; legal questions and extradition; air traffic; fisheries; treaties of peace and friendship, etc.; postal, telephone, telegraphic and wireless questions; social and labour questions; refugees; the application of the peace treaties; health questions; transit, waterways and inland navigation; general relations; intellectual relations.

Of the 320 treaties registered 40 are treaties on arbitration and conciliation; 60 are treaties of commerce and navigation; and 49 deal with economic matters.

Thirty-four treaties were communicated by the United States of America.

The Secretariat also registered numerous accessions, ratifications, denunciations, etc., in respect of Conventions previously registered at the request of members of the League.

It also registered further particulars relating to general Conventions already published by it.

The international agreements mentioned above have been or will be published in the *Treaty Series* in their original languages, accompanied by translations into French and English.

Up to the present, 96 volumes of some 450 pages each, containing 2,215 treaties, have been published by the Secretariat, and other volumes will appear shortly.

V. — INTERNATIONAL INSTITUTE OF PRIVATE LAW.

Special contributions have recently been offered to this Institute by the Roumanian Government (5,000 lire),

and by the Polish Government (15,000 lire). The German Government has presented the Institute with the records of the civil cases heard by the *Reichsgericht*, and the Brazilian Government has offered it a very important collection of the principal scientific works and commentaries on the civil and commercial codes of Brazil.

The Institute receives frequent requests for information and documents on its work and aims.

The subjects of study chosen by the Governing Body in February 1929 included the unification of sales contracts, the unification of laws concerning maintenance, and the unification of arbitral procedure in private matters.

In addition, the Institute has undertaken certain studies at the request of the International Institute for Intellectual Co-operation — viz., authors' rights, standard publishing contracts, and the legal personality of international non-profit-making associations.

During a visit to the League Secretariat, the Secretary-General of the Institute made arrangements for co-operation with the Social Section, the Communications and Transit Organisation and the Economic Committee.

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CHAPTER IV

THE ECONOMIC AND FINANCIAL ORGANISATION

- I. Concerted Economic Action. — II. Conferences and Conventions. —
III. Economic Studies and Enquiries. — IV. Financial Work.

The economic work of the League was dominated in 1930 by the general economic depression. Already manifest in October 1929, the effects of the crisis became increasingly acute during the past twelve months.

Signs of the approaching crisis in various countries had engaged the attention of the Tenth Assembly, a remedy being sought in a programme of concerted economic action based on the preliminary conclusion of a Customs truce.

The Conference which met in February-March 1930 did not succeed in establishing this truce. On the other hand, it drew up a Convention supplemented by a programme of negotiations which counts among the most remarkable achievements of the year and became the starting-point of most of the present studies of the Economic Committee, including those on non-tariff questions.

Other important Conferences dealt with the abolition of import and export prohibitions and restrictions, the treatment of foreigners and the unification of laws on bills of exchange (on which three Conventions were concluded).

After several years of study, the draft Convention on financial assistance was completed by the Eleventh Assembly, and signed on October 2nd, 1930, by twenty-eight States.

The Economic Committee continued its enquiries with regard to problems of the coal industry, industrial agree-

ments, unification of Customs nomenclature, veterinary police measures, the suppression of smuggling and the exploitation of the riches of the sea. On the last subject, it prepared a draft Convention on whaling which is now before Governments.

The Financial Committee was able to record the successful conclusion of the major part of the reconstruction work in Central and Eastern Europe. It considered the principles upon which its future work should be based and noted the first results obtained by two recently appointed bodies, the Fiscal Committee and the Gold Delegation.

I. — CONCERTED ECONOMIC ACTION.

A thorough examination of the economic position led the 1929 Assembly to make a fresh attempt to apply the recommendations of the World Economic Conference of 1927. That Conference, regarding closer international co-operation as urgent, had recommended as measures to this end the gradual reduction of all kinds of hindrances to trade, in particular, excessive Customs barriers. Although approved by numerous Governments, these recommendations had not so far been generally applied. The Tenth Assembly expressed the opinion that direct Government participation was an essential factor of the success of negotiations with a view to economic *rap-prochement*, and approved the convocation of a diplomatic Conference on the subject. Considering, moreover, that negotiations would have little chance of success, if tariffs were to be raised while they were proceeding, the Assembly called upon the Conference to conclude a Customs truce of two or three years.

The Economic Committee accordingly prepared in October 1929 a draft Convention which was addressed to all States, together with an invitation to the Conference.

The Conference met at Geneva from February 17th of March 24th, 1930. Notwithstanding the general character to the Assembly decision, the principal aim in summoning the Conference was the establishment between European countries of closer economic relations which might serve

as a starting-point for further progress. In actual fact, the Conference was of an essentially European character. Of the thirty Governments represented, only three—Colombia, Japan and Peru—were non-European; seven other non-European countries sent observers; fifteen countries were represented by the competent Ministers, and the President, Count Moltke (Denmark), was able to note that, for the first time, the directors of the commercial policy of Europe were assembled to discuss measures for the execution of which they would personally be responsible.

The preliminary draft prepared by the Economic Committee, which provided as basis of negotiation a Customs truce of several years (with derogations in exceptional circumstances) was not retained for discussion. Certain delegates considered that the numerous derogations would render it inoperative; others could not agree, even for a short period, to the consolidation of a tariff situation which they regarded as inadequate in view of their present economic difficulties.

In lieu of a Customs truce in the strict sense of the word, the Conference sought other international guarantees calculated to create the necessary atmosphere of confidence for negotiations. It finally succeeded in concluding a Commercial Convention, which classified States in two groups : those consolidating their duties by commercial treaties — *i.e.*, most of the European States — and those practising a system of autonomous tariffs. The former undertake not to denounce existing bilateral treaties before April 1st, 1931, thus stabilising their tariff situation for one year. As regards the unconsolidated sections of their tariffs, the contracting parties undertake to inform each other of any increase or changes contemplated. States which regard themselves as injured are entitled to request the opening of negotiations on the subject of such increases and, should negotiations lead to no result, to denounce the Convention. The second group of States includes Great Britain, Denmark, Norway, the Netherlands and Portugal, countries with an autonomous tariff system. These States undertake not to increase their protective duties during the term of the Convention, and recognise the right of the other parties to denounce the

Convention if they consider themselves injured by an increase of fiscal duties.

States are not legally bound by the Convention until November 1930, during which month a further Conference will fix the date of its entry into force.¹

The Commercial Convention was signed at the end of the Conference by eleven European States : Austria, Belgium, Estonia, Finland, France, Germany, Great Britain, Italy, Luxemburg, the Netherlands and Switzerland. Seven others signed later—namely, Denmark, Greece, Latvia, Norway, Poland, Roumania and Sweden. The Convention is open to all States for accession, a measure warmly recommended by the 1930 Assembly.

The Convention is completed by a programme of future negotiations embodied in a Protocol, whereby the signatories recognise that the necessity of concerted action for closer economic co-operation and the more rational organisation of production and trade. Signatories will send the Secretariat memoranda based on a general questionnaire annexed to the Protocol.

These memoranda will enable the Economic Organisation to make proposals upon the concrete points to which it thinks negotiations should be directed. The Economic Committee was instructed by the Council to study these memoranda and to prepare a programme of future conferences. The signatories decided to collaborate to the fullest extent in the solution of certain special problems already under investigation. It was agreed, in particular :

- (a) To proceed urgently with the work on the unification of Customs nomenclature;
- (b) To codify certain provisions other than tariff provisions generally embodied in commercial treaties, and to consider the establishment of a permanent organisation for arbitration and conciliation;
- (c) To assemble, with the assistance of the signatories, any information relating to indirect protectionism, and to study the possibility of international action with a view to coping with the effects of such practices;

¹ This Conference, which met on November 17th, postponed its decision in view of the fact that several important States had not ratified the Convention.

(d) To proceed with the enquiry into export bounties and subsidies;

(e) To continue actively the examination now in progress of police veterinary measures with a view to the early convocation of the Conference for the conclusion of one or more veterinary conventions;

(f) To continue the work on the treatment of foreigners, unfair competition, Customs formalities and double taxation

These questions form the principal basis of the studies now being pursued by the Economic Committee and the Secretariat.

In its Final Act, the Conference recommended an impartial study of methods of close collaboration between Europe and overseas countries.

II. — CONFERENCES AND CONVENTIONS.

In addition to the Commercial Conference of February-March 1930, three important Conferences studied the abolition of export and import prohibitions, the treatment of foreigners, and the unification of laws on bills of exchange.

1. *Third Conference on Import and Export Prohibitions and Restrictions (December 5th to 20th, 1929).* — The first Conference for the abolition of import and export prohibitions and restrictions met in November 1927 and adopted an international Convention abolishing, with certain exceptions, existing prohibitions and restrictions. The second Conference, which met in June 1928, determined the conditions for the coming into force of the Convention of November 1927. That instrument and the Supplementary Agreement of 1928, signed by twenty-nine States, had to be ratified by at least eighteen States before September 30th, 1929, in order to come into force. By the date in question, only seventeen ratifications had been deposited, of which a certain number were dependent upon ratification by Poland and ratification by Czechoslovakia, which had not yet taken place.

The States which had ratified the Convention accordingly decided to summon a third Conference, to which all signatories should be invited. This Conference met in

Paris from December 5th to 20th, with M. Colijn, former Netherlands Prime Minister, in the chair. It was clear from the outset that numerous countries would refuse to commit themselves to the abolition of prohibitions so long as Poland and Czechoslovakia had not accepted the same obligation. Czechoslovakia expressed her willingness to ratify the Convention, subject to ratification by Poland; but the Polish delegation was unable to furnish any assurance in this respect, its Government's decision depending upon the result of negotiations then in progress between Poland and Germany. In these circumstances, a Protocol was adopted to the effect that the Convention should be given legal effect as from January 1st, 1931, by all signatories and should come into operation on July 1st, 1930. The protocol was signed by seventeen States, six of which (Great Britain, Japan, Norway, the Netherlands, Portugal, and the United States) bound themselves unconditionally until June 30th, 1931. On that date, and in June of the following years up to 1934, these States will be entitled to denounce their obligations.

On the other hand, it was stipulated that the eleven other States (Austria, Belgium, Denmark, France, Germany, Hungary, Italy, Luxemburg, Roumania, Switzerland and Yugoslavia) might consider themselves as relieved of their obligations unless the Polish and Czechoslovak ratifications were received by May 31st, 1930. On the date in question, those countries had not deposited their ratification, and at their request the time-limit was prolonged until June 30th. Meanwhile, the Czechoslovak Parliament voted the ratification of the Convention, subject to ratification by Poland. Since the ratification of the latter has not been deposited, the ratifications of the eleven States mentioned above, as well as that of Czechoslovakia, are no longer valid. Therefore, the only States bound by the Convention are the six which bound themselves unconditionally. The Eleventh Assembly recommended that the parties concerned should not abandon their decision to remove one of the principal obstacles to the free circulation of goods.

2. *Conference on Treatment of Foreigners (November 5th to December 4th, 1929).* — The first session of the Con-

ference on treatment of foreigners was held in Paris under the presidency of M. Albert Devèze, former Belgian Minister. Forty-seven countries were represented, including four non-member States—Brazil, Egypt, Mexico and Turkey. The United States and the Union of Soviet Socialist Republics sent observers. The draft Convention before the Conference was an endeavour to apply the principle of the equitable treatment of commerce embodied in Article 23 of the Covenant, and the policy recommended by the Economic Conference of 1927, with a view to encourage international economic co-operation by the free circulation of persons, capital and goods. The draft had been prepared by the Economic Committee on the recommendation of the Economic Conference, and had been submitted to all Governments for their observations. Its object was to secure in all territories equitable treatment on as liberal and suitable a basis as possible for nationals (natural persons or legal entities) of the contracting parties. While avoiding the question of the admission of foreigners — always reserved in international discussions—the provisions were drafted so as to secure for foreigners actually admitted equality on as broad a basis as possible with nationals of the countries of establishment as regards the exercise of professions, trades or industries, as well as property rights. The guarantees are of a civil, legal and fiscal character. Certain provisions aim at greater freedom of trade for nationals of contracting parties who, without settling in foreign territory, desire to carry on business or invest their capital in such territory.

The draft Convention also handled a large number of other questions, such as safeguards for international trade, freedom of travel, sojourn and establishment, exercise of trade, industry and occupation; civil and legal guarantees, property rights, extraordinary charges, fiscal treatment and the regime of foreign companies.

States with the most liberal legislation and practice as regards the treatment of foreigners wished to secure the adoption in the Convention of proposals which, if applied, would constitute an advance on the provisions generally inserted in bilateral treaties of establishment. The majority, however, for reasons of revenue, national defence,

security, or the protection of their labour market, seemed little disposed to accept provisions which would call for important changes in their legislation.

After three weeks of discussion during which the draft Convention was profoundly modified, the delegations with liberal tendencies stated that they would be unable to sign an act which in their view would constitute, not the desired progress, but, on the contrary, a retrograde step as compared with the existing situation. The discussions, moreover, had shown that a more thorough examination of the many questions raised would have to be undertaken by certain Governments before there could be any hope of concluding an acceptable Convention. The Conference decided to adjourn and to resume its work at a second session after the Governments had carefully reviewed the discussions. The second session may possibly be summoned in the course of 1931.

3. *First Conference for the Unification of Laws on Bills of Exchange, Promissory Notes and Cheques.* — The first international Conference for the unification of laws on bills of exchange, promissory notes and cheques met at Geneva from May 13th to June 7th under the Presidency of M. Linburg, Netherlands. Thirty-three States sent representatives. The International Chamber of Commerce and the Rome International Institute for the Unification of Private Law were represented in an advisory capacity. The object of the Conference was to remedy difficulties caused in commercial transactions by the diversity of national laws on bills of exchange and cheques.

Like most parts of commercial law, the law on bills of exchange is derived from commercial customs and from international usage. But in many countries, the customary rules regarding bills of exchange have been replaced by laws or regulations founded not only on the decisions of local courts, but also on theories put forward by legislators. This has resulted in the formation of two main types : the so-called Anglo-Saxon and the Continental system. The second system includes a number of national laws which differ considerably, not only in detail, but also as regards underlying principles. It is sufficient to mention the Latin and the Germanic system.

The chief points in regard to which national laws differ are the form of issue of bills of exchange, acceptance, endorsement, time of payment, payment, suspension of payment, regulations concerning stamp duties, etc. There are also considerable differences as regards cheques.

Before the war, attempts were made to secure the partial or total unification of bills of exchange and cheque law by the International Institute of Private Law, the International Law Association, the Antwerp and Brussels Conferences of 1885 and 1888, and the Hague Conferences of 1910 and 1912. The 1912 Conference concluded a Convention by which twenty-seven States undertook to introduce uniform regulations on bills of exchange and promissory notes. Various circumstances prevented the Convention from being ratified.

In 1920, the Brussels Financial Conference recommended that the enquiry should be resumed. The Economic Committee consulted four specialists on the question of unification and on the response that had been made throughout the world to the work done at The Hague. The principal conclusions reached by the experts were that it was not at present possible to secure general uniformity of laws on bills of exchange, that Anglo-American law followed, and would continue to follow, its own lines, and that uniformity among the great majority of States with the Continental system, including Latin-American States, would have to suffice.

From the replies received from various Governments, it was clear that an improvement was earnestly desired by the circles concerned, and the Economic Committee continued its study in the hope of the progressive assimilation of the different national legislations rather than the general unification of all existing laws. It appointed a Committee of Experts with special knowledge of commercial transactions to ascertain how far the differences between the various laws actually constituted a hindrance to trade.

Subsequently, a further Committee, exclusively composed of jurists, was appointed to prepare articles embodying the solutions recommended by the experts. This Committee, hesitating to propose a uniform law which did not provide for the parliamentary prerogative of alteration by

amendment, confined itself to establishing a number of essential rules which States would undertake to embody in their respective laws by independent enactment.

The Conference reached the conclusion that the majority of the delegates considered it possible to conclude conventions for the introduction of a uniform law on the subject. The general opinion was that the adoption of a Convention was a more radical method of achieving the unification of the Continental system than the adoption of fundamental principles for embodiment in national laws. The Conference accordingly undertook to transform into draft Conventions on bills of exchange and promissory notes the draft regulations submitted by the experts, while avoiding any substantial alteration in the substance of the conclusions reached.

Three Conventions were concluded :

(1) A Convention whereby the parties undertake to introduce as it stands the uniform text known as the uniform law (changes may be made in regard to points on which reservations have been deposited).

(2) A fiscal Convention by which parties undertake not to subordinate the validity of obligations arising out of a bill of exchange or promissory note to the observance of the provisions concerning the same.

(3) A Convention embodying provisions for the solution of certain conflicts on laws of bills of exchange and promissory notes.

The Conventions were signed by twenty-two States.

Great Britain, moreover, signed the Convention on the stamp duties.

III. — ECONOMIC STUDIES AND ENQUIRIES.

1. *The Economic Consultative Committee.* — The Economic Consultative Committee did not meet during the year, its session being adjourned until 1931. The renewal of the term of office of its members, which should have taken place at the end of the first period of three years since their nomination, was also postponed until next year. In September 1930, the Council proceeded to the

reappointment of the Economic Committee, the term of office of the members of that body having expired. In making the new appointments, it endeavoured to secure some rotation in the representation of the various nationalities.

During the three sessions which it held during the past year, the Economic Committee dealt first with the preparation of the Commercial Conference, and, secondly, with the execution of its decisions. It appointed Rap-porteurs to study the various categories of non-tariff ques-tions figuring in the protocol of negotiations — namely :

- (1) Expression of specific duties as percentages of the value of goods, and the method of ascertaining value;
- (2) Creation of a permanent organ of conciliation and arbitration in commercial matters;
- (3) Customs formalities (Customs treatment of goods in transit, procedure for recourse, samples of no value, commercial travellers, advertising matter);
- (4) Application of specific tariffs (gross weight, net weight, tare, packing);
- (5) Most-favoured-nation clause and nationality of goods;
- (6) Marks of origin;
- (7) Export bounties and subsidies;
- (8) Calculation of *ad valorem* duties;
- (9) Appellations of origin.

2. *First Meeting of Agricultural Experts.* — From January 6th to 9th a delegation of the Economic Committee consulted a group of agricultural experts on the agricultural crisis in general and the problem of cereals in particular.

From the statements of the experts it appeared that during the past few years the output of cereals had so increased as to be considerably in excess of present requirements. Emphasis was laid upon the fears expressed by certain countries that they might be driven to reduce their territory under cereals, or to institute protective measures, owing to the tendency in certain other countries to intensify production.

The experts unanimously expressed the opinion that the various countries, acting independently or jointly

under the League's auspices, should apply, to a continually increasing extent, the principle of the solidarity of all economic factors and of the close relations between agriculture, trade and industry. Agricultural prosperity, they stated, was the primary condition for the development of trade and industry, and the League's economic work could only achieve effective results if it satisfied, in the first place, the needs of agriculture.

For this purpose, the experts recommended a series of studies and enquiries with a view to concerted action against the crisis. Certain problems they regarded as of exceptional and immediate importance, such as the lack of balance between production and consumption, particularly serious in view of the fact that in certain parts of the world over-production seemed likely to increase, whilst in most European countries the market for agricultural produce was not sufficiently remunerative. The consumer paid a price which was out of all proportion to the returns obtained by the producer. The experts concluded that a rational organisation of the agricultural market would be of the greatest value. They recommended a study of the methods employed and the results obtained in various countries, more particularly by means of co-operative societies.

They further expressed the opinion that an enquiry should be made into the possibility of organising agricultural credit on a national basis, and drew attention to the importance, with a view to the organisation of a healthy and remunerative market, of the prompt circulation of technical and economic information, and of the development of agricultural statistics.

There was general agreement that the study of the main features of the crisis should be continued, the principal points upon which it should bear being the agricultural situation, account being taken of the considerable changes in production since the pre-war period; the importance of the causes of the crisis; the indication of branches in which the crisis is more acutely felt, account being taken of the influence of the general economic situation; State and private measures to combat the crisis; prospects of international co-operation.

3. *Customs Nomenclature.* — The Sub-Committee of Experts on Customs Nomenclature held three meetings during the year. It was unable to finish its work before the Eleventh Assembly as had been hoped, but it none the less made remarkable progress. Of the twenty-one sections of wares included in the nomenclature, fourteen have now been terminated, of which some are extremely important (chemical and pharmaceutical products, textiles, models, machinery). The Committee has accordingly completed two-thirds of its task, and it may be hoped that, despite numerous difficulties in the way of a prompt solution — in particular the necessity of agreement between Customs Administrations and business circles of all countries — it will soon be able to finish its work.

The final form of the nomenclature is a table classifying in scientific and rational order, in chapters and articles, the immense variety of products circulating in international trade. A commentary is attached, explaining the successive chapters and giving some account of the considerations by which the Sub-Committee was guided in making its classification.

The table and commentary will be forwarded to all countries. Certain countries have decided, when revising their tariffs, to adopt at least the finished sections of the unified nomenclature. This has already been done by the Egyptian Government. Sweden has also based her tariff on the draft provided by the Sub-Committee, and Poland seems likely to follow this example. Other countries are awaiting the termination of the nomenclature to make it the basis of their tariffs.

4. *International Protection of Marine Fauna.* — In 1927, the Assembly invited the Economic Committee to consider to what extent it would be possible to take international measures for the protection of marine fauna. As a result of the enquiry undertaken by the Economic Committee, it appeared that such international measures as might possibly be contemplated could only apply to whales. This question was referred to a Committee of Experts, which met in Berlin from April 3rd to 5th, 1930. The experts unanimously agreed that the whaling industry could be benefited by an international Convention, and

after discussing what provisions might figure in an agreement of this kind, prepared a draft which is at present before Governments. Once in possession of their replies, the Economic Committee will decide whether it is necessary to summon an international conference, or whether it may suffice to open at an Assembly a protocol for the signature of the States concerned.

5. *Industrial Economic Agreements.* — The Economic Committee continued its enquiries regarding international economic agreements. It asked the legal experts, which it had appointed to study the legislative aspect of the problem, to complete the material already collected on the legislation of eleven countries by a short account of the way in which these laws operated in practice.

It also considered the economic effects of industrial and commercial agreements on the efficiency of the industry concerned, and national or international economy in general. In this connection, it sought the opinion of economists and also of technicians with practical experience in negotiating and working international agreements.

6. *Smuggling.* — The Economic Committee noted replies from twenty-seven Governments on the desirability of studying the question of smuggling. From these replies, it appears that only a few States would be prepared to consider the possibility of an international convention by which parties would assume obligations such as the mutual provision of information and judicial assistance in regard to smuggling. Even these States do not seem to regard the question as very urgent or of capital importance. On the other hand, most of them indicate a preference for bilateral agreements, and, in these circumstances, the Committee considered that it could not usefully enter upon a detailed study of the question of smuggling in general.

To the special question of alcohol smuggling, several States, including the coastal States of the Baltic Sea, attach considerable importance. The Economic Committee decided to draw the Council's attention to this fact, and recommended that the attention of States Members should be drawn to the circumstance that it was

highly important that the authorities, competent to issue documents of nationality, should satisfy themselves that the conditions required by their national laws were fulfilled

IV. — FINANCIAL WORK.

The year 1930 was marked for the Financial Committee by the successful termination of the major part of the more important work undertaken during the preceding year, and by the first meetings of various recently created organisations.

1. *Work of the Financial Committee.* — The economic and financial reconstruction of States of Central and Eastern Europe, to which the Financial Committee had devoted itself during several years, is nearing its close. Of the five principal items on its programme at the beginning of the year the settlement of Greek refugees, the financial reconstruction of Greece, the settlement of Bulgarian refugees, the financial reconstruction of Bulgaria, the currency and banking reform in Estonia—the only ones that remain are those relating to Greek and Bulgarian refugees and the financial reconstruction of Bulgaria.

(a) *The Committee's Work in Greece.*

Settlement of Greek Refugees. — The final winding up of the Greek Refugee Settlement Commission has been fixed for December 31st, 1930. At the September session of the Financial Committee the Commission submitted its final report, which makes it possible to form a judgment on the whole of the work accomplished during the past seven years.

The essential feature of the colonisation of Greece by refugees was the substitution of intensive cultivation for extensive cultivation. This has resulted in the abolition of fallow land and the introduction of leguminous and forage plants, of early cereal crops giving large returns; the development of vine, tobacco and olive growing. From 1923 to 1928 the cultivated area increased by 25 per

cent; this led to the reduction of nomad stock-breeding by half, compensated by the progress of domestic stock-breeding. The Commission was obliged to proceed to the re-education of the refugees, amongst whom even the professional farmers were ill prepared for this new system of intensive cultivation rendered necessary by the smallness of the holdings.

Public health work was also an important feature. During the first two years, the death rate caused by privations and sickness was very high. Three deaths were reckoned for every birth, and some colonies lost one-fifth of their inhabitants. In June 1925, fifty rural dispensaries began to operate under the auspices of the Refugee Settlement Commission. Situated in the most unhealthy areas of Macedonia and Thrace, their chief service was the organisation of the anti-malaria campaign, more than half the cases (about 500,000) which they had to treat being due to-malaria. Since 1929, these dispensaries have been handed over to the Health Ministry.

Similarly, the guardianship exercised by the Commission over the refugee colonies will not cease, but will pass to the State which, for some time past, has begun to apply a comprehensive agricultural programme.

Most of the arrangements for the transfer, which figured in a Convention concluded by the Greek Government and the Refugee Settlement Commission on January 24th, 1930, have already been made; the other measures should be taken before December 31st, 1930. The Convention provides that all the real and personal property of the Refugee Settlement Commission shall be transferred to the Greek Government, the latter making an annual payment of £60,000 to the International Financial Commission for the extraordinary amortisation of the refugee loan of 1924. A further provision concerns a first charge in favour of the International Financial Commission on all immovable property ceded by the Refugee Commission to the State, until the loan is entirely repaid. The Convention also provides that, after the winding up of the Refugee Settlement Commission, the collection of debts due by refugees shall be proceeded to by the Agricultural Bank and the National Bank for agricultural refugees, and by the National Bank for urban refugees.

The Greek Government expressed its gratitude to the League for the valuable assistance it had lent Greece by finding a home and ensuring a normal existence for more than a million refugees.

Financial Reconstruction of Greece. — The financial reconstruction of Greece under the auspices of the League has been a remarkably successful achievement. The Greek budget has been balanced for three years and numerous important reforms have been carried out in the financial administration.

The final report of the Finance Minister on the financial situation in Greece was submitted at the September session of the Financial Committee, which congratulated the Greek Government on the results obtained.

(b) The Committee's Work in Bulgaria.

Settlement of Bulgarian Refugees. — The Bulgarian refugee settlement work is also about to enter upon its final stage. It is expected that it will be completed towards the middle of 1931.

In his report to the Council, the League Commissioner described the progress made in the execution of the settlement scheme (distribution of seed, live-stock, agricultural implements; housing, land survey, means of communication, drainage, etc.). He also devoted some space to the organisation of the anti-malaria service. This service has up to now been financed from the refugee loan. In 1931, it will be taken over by the Bulgarian administration. The prosperity of the refugee colonies in the Department of Bourgas is dependent upon their efficacious protection against malaria; Professor Swellengrebel, who was responsible for suggestions in regard to the original anti-malaria organisation, recently visited Bulgaria and made a report to the Health Committee on the situation.

Financial Reconstruction of Bulgaria. — Like other countries, Bulgaria is suffering from a serious economic crisis. The budget situation is, nevertheless, sound and, although revenues have to some extent decreased, the Government has remained in control of the situation, thanks to an energetic cutting down of expenditure. The

Bulgarian Government sought the League's assistance in the reform of its system of co-operatives, which forms the basis of the agricultural organisation of Bulgaria. On the advice of the Financial Committee, the Council decided to send to Bulgaria two experts on co-operative questions and appointed on September 24th M. Treybal (Czechoslovak), Director of the Co-operative Union at Uzhorod, and M. Gebhard (Finnish), President of the Central Bank of Co-operative Credit Societies. The findings of the experts may, it is thought, prove of value to the Financial Committee itself in connection with the general question of agricultural credits referred to it by the Conference on Concerted Economic Action.

(c) *Currency and Banking Reform in Estonia.*

The problem of financial reform in Estonia is essentially different from that of Greece, since it arises rather from currency and banking than from budgetary difficulties. A period of three years, during which an adviser appointed by the Council was attached to the Central Bank, has now come to an end, and the reform has been successfully completed.

(d) *Termination of the Hungarian Committee of Control.*

In 1923, when the League scheme for the financial reconstruction of Hungary was launched, a Committee of Control was set up to ensure the protection of the interests of States having reparation claims against Hungary. The Agreements signed in Paris on April 28th, 1930, following the Hague Conference, which settled the question of Hungarian reparations and other relevant problems, provided for the termination of the Committee of Control, subject to the approval of the Council. The Financial Committee expressed the opinion that, from the point of view of the League's responsibility for the reconstruction scheme, there was no objection to the termination of the Committee of Control. The Council, accordingly, approved this measure on May 15th, 1930.

Under the same Agreements, an agrarian fund was created for the liquidation of certain questions pending

between Hungary and Roumania, Yugoslavia and Czechoslovakia. It was provided that three of the members of the Managing Committee of this fund might be appointed by the Financial Committee subject to the consent of France, Great Britain and Italy. The Council authorised the Financial Committee to proceed to this appointment, as requested by the three Governments concerned. It was understood that neither the Council nor the Financial Committee should take any responsibility for the administration or working of the fund, the mandate of the Financial Committee being confined to the nomination of the three members.

(c) *Miscellaneous Questions.*

The Financial Committee took an active part in the preparation of the Convention for Financial Assistance, which is dealt with in a previous chapter. It also dealt with various questions relating to Greco-Bulgarian emigration and the Danzig Municipal Loans.

It pursued its investigations with regard to the forgery of documents of value and decided, before giving its final opinion on the advisability of a convention on the subject, to ask the Council to include the question in the agenda of a Conference of representatives of central police offices. By the 1929 Convention on Counterfeiting Currency it was contemplated that a first Conference of this kind should take place early in 1931, twenty-one signatories of the Convention having already set up central police offices. This Conference, which is to meet at regular intervals, is called upon to ensure the improvement and development of international co-operation in the prevention and suppression of counterfeiting currency.

2. *Future Work of the Financial Committee.* — The successful completion of its work of financial reconstruction led the Financial Committee to submit to the Council a statement setting forth its ideas as regards its future work and the principles by which it proposed to be guided. The work of financial reconstruction is now so nearly completed that the Committee feels obliged to adapt its work to new requirements.

The Committee intends, as in the past, to watch general financial developments and, from time to time, to take the initiative of making proposals to the Council for the study of any general question that seems of special importance. It has already studied such general problems as the prevention of counterfeiting currency, double taxation and tax evasion, fluctuations in the purchasing power of gold. Other studies about to be initiated at the request of the last Assembly are the enquiry into the world economic crisis and the recurrence of periods of prosperity and depression (proposal of the Indian delegation) and a general study of the problem of agricultural credits, which has a special interest for the Danubian cereal producing States.

Similarly, the Financial Committee will continue to advise Governments on problems whose solution will not demand the flotation of special loans such as treasury, budget or taxation systems, currency and central bank systems, the organisation of credit, general financial conditions, etc.

There remain the exceptional cases in which the Committee might be called upon to deal with questions of financial reconstruction combined with the issue of a loan, and even to consider loans for the economic development of a country when they present special international interest or advantages.

The Financial Committee may also lend its assistance to Governments in the form of conciliation and arbitration for disputes of a financial character, in particular those concerning loan contracts.

As in the past, the Committee will continue to advise the Council on all financial questions arising in the course of the Council's current political and administrative work.

3. *Work of Recently Created Technical Organisations.*
— The initial reports of two recently created bodies, the Gold Delegation and the Fiscal Committee, were submitted to the Financial Committee during the past year.

(a) *The Gold Delegation.* — The Gold Delegation of the Financial Committee, appointed in 1929, was instructed by the Council to study the causes of the fluctuations in the purchasing power of gold and their effects on general economic life. This body held its second session in June

1930, when it studied the current and prospective supply of, and demand for, gold, with special reference to the possible lack at no very distant date of adequate supplies of this metal resulting from a probable decrease in production during the next ten years. In view of the importance of the statistical data studied and the urgent necessity of bringing to the knowledge of public opinion in the various countries, the Delegation decided to prepare an interim report on the subject and asked the Council to give instructions to have it published.

Although the results of its enquiry are still fragmentary and the essential problem of the effect of the fluctuation of prices on general prosperity has not yet been broached and the question of remedies has only been superficially dealt with, the Financial Committee considered that the statistical information contained in the report was of such importance that immediate publication was necessary. The report has accordingly been forwarded to all Members of the League and their attention has been called to the questions dealt with.

(b) The Fiscal Committee. — The Fiscal Committee, appointed by the Council in March 1929 on the recommendation of the Conference of Government Experts on Double Taxation, held its first two sessions during the past year, from October 17th to 26th, 1929 and from May 22nd to 31st, 1930.

The Committee considered various recent Conventions concluded by the different countries after the Conference on Double Taxation and Tax Evasion of 1928. It noted certain internal legislative measures contemplated in Great Britain and the United States, tending to reduce cases of double taxation in these countries.

The Committee then broached various questions left open by the General Committee of the Government Experts. It thoroughly discussed and finally adopted a definition of the term "autonomous agent" in relation to the expression "permanent establishment" (as regards the taxation of the profits of undertakings operating in several countries). It adopted in first reading, after an enquiry in various countries, the principles which it considered should govern the taxation of authors' rights and inventors' patents. It also took decisions in first reading with

regard to the question of reciprocity and the most-favoured-nation clause in taxation matters.

The Fiscal Committee proceeded to a detailed enquiry in some twenty countries regarding rules for the apportionment of the profits or of the capital of undertakings operating in several countries, as well as measures for the prevention of double taxation of international trusts and holding companies. From the information collected, it appeared that supplementary details were indispensable, and that the whole of the material must be studied by a small Committee of Experts. This study will be financed by a gift of \$90,000 offered by the Rockefeller Foundation on the proposal of Professor Adams, the American member of the Committee. An exhaustive enquiry has already been undertaken in a few countries (France, Germany, Great Britain, Spain, the United States) under the direction of Mr. Carroll, who will submit his first findings at the next session of the Committee.

The Committee considered the possibility of concluding multilateral conventions for the prevention of double taxation in regard to certain points on which it would seem that numerous States might easily reach agreement. These points are : revenues from old-age annuities, royalties and authors' rights, interest on debts, wages of frontier workers and salaries of civil servants abroad. A Committee was appointed to study the question.

The problem of the taxation of foreign motor vehicles and that of the Customs and fiscal charges applicable to newspapers were referred to Sub-Committees working jointly with other organisations.

To complete the material of the Committee and to increase the interest which various countries may take in its work, the Council appointed several corresponding members. A certain number of these members have already been invited to work on Sub-Committees and thus to participate more closely in the work of the Committee.

4. *Debates of the Eleventh Assembly.* — The Eleventh Assembly and, more particularly, its Second Committee, dwelt on the general economic depression which began during the past year. On the proposal of the Indian delegation, the Assembly instructed the Economic and Financial Organisation to study the course and phases of the

depression, the circumstances which have led to it and its characteristic features. For this purpose, it decided that the Organisation should make use of the material collected by national organisations and should examine, with the aid of such organisations, means of co-ordinating the work now being conducted on the problem of the recurrence of periods of economic depression.

It was but natural that the Assembly should emphasise the importance of the negotiations contemplated in the Convention of March 24th, 1930. Various suggestions were made in the course of the debate. The British delegation proposed that the first effort should come from countries with a protective tariff and should bear upon the reduction of duties on textiles and on machinery. The Netherlands delegation proposed that negotiations should be opened between the free-trade and protectionist countries to induce the latter to lower their tariffs on wares of special importance for the export trade of free-trade countries which, in turn, would undertake to maintain their tariffs at their present reduced rate.

The cereal-producing countries of Eastern Europe described the extremely difficult situation of their agricultural circles. The increased output of cereals in overseas countries has resulted in such a fall in world prices that the Danubian peasants no longer receive adequate returns and most of them are reduced to extreme poverty. These States accordingly urged that the European States importing cereals should grant them preferential treatment, which would enable them to sell their cereals at a more remunerative rate, and would thus increase the purchasing power of their agriculturists, which is at present greatly reduced. This would lead to an increase of the exports of the industrial countries, which would compensate their sacrifice.

Several countries of Northern Europe drew attention to derogations from the normal operation of the most-favoured-nation clause such as the Customs quotas and anti-dumping duties. They urged that the term "similar products" should be defined. It was decided that the Economic Committee, which has prepared a general doctrine of the most-favoured-nation clause, should also study these special cases.

CHAPTER V

COMMUNICATIONS AND TRANSIT

I. Transport of Newspapers. — II. Road Traffic. — III. Air Transport Co-operation. — IV. Inland Navigation. — V. Maritime Navigation. — VI. Railway Transport. — VII. Calendar Reform. — VIII. Jurisdiction of the European Commission of the Danube. — IX. Other Questions.

The Organisation for Communications and Transit made substantial progress in its enquiries concerning the transport of newspapers and periodicals; the unification of transport statistics; air transport co-operation, buoyage and lighting of coasts; the unification of river law; motor transport; calendar reform, etc.

I. — TRANSPORT OF NEWSPAPERS.

A European Conference for the transport of newspapers and periodicals was held at Geneva from November 25th to November 29th, 1939. Representatives were sent by nineteen countries (Belgium, Bulgaria, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain and Northern Ireland, Hungary, Italy, Netherlands, Poland, Portugal, Roumania, Spain, Sweden, Switzerland, Turkey and Yugoslavia). There were further present, in an advisory capacity, representatives of the Saar Governing Commission, the International Air Traffic Association, the International Bureau of the Universal Postal Union, the Central Office for International Rail Transport, the International Railway Union, the International Sleeping-Car Company, the British Newspaper Proprietors' Association, the National Federation of French Newspapers, the Swiss Newspaper Publishers' Association, the publishing firm of Georg Stilke, and the *Messageries Hachette*.

The object of this Conference, at which Lord Burnham presided, was to secure the practical application of the resolutions of the Press Experts' Conference of 1927 concerning newspaper transport. The Conference emphasised the importance of encouraging and facilitating the international circulation of newspapers, and, in its Final Act, recommended measures to secure speedier transport, the abolition of intermediate agents in the course of transport and the simplification of formalities of all kinds.

The provisions of the Final Act include the following main points

1. *International Transport of Daily Newspapers.* — The transport system for daily newspapers in international traffic should, the Conference considered, be based on the International Railway Transport Convention. In practice, however, newspapers should be carried in the same way as passengers' luggage, *i.e.*, as far as possible by through trains and *trains de luxe*, including the International Sleeping-Car Company's trains.

As regards traffic with countries which are not parties to the Berne Convention, in particular Great Britain, the Conference noted statements by the representative of the British railways and the representative of the International Railway Union, according to which similar or identical results could be obtained in traffic between London and most of the European capitals. In the case of countries in which the post office had the monopoly of newspaper transport, the Conference considered it desirable that the post office, in lieu of the national railways, should contract agreements with the railway administrations of other countries.

2. *Rates.* — The Conference considered that it was not at present possible to contemplate the introduction of a uniform rate for the transport of newspapers in through international traffic. It nevertheless called the attention of Governments and the administrations concerned to the desirability of reducing these rates to, and maintaining them at, the lowest possible level.

3. *Customs and Police Formalities.* — The system contemplated for the transport of newspapers requires that newspaper parcels must be dealt with by the Cus-

toms authorities at frontiers and by inland Customs officers in such a manner as to cause no delay in transport or delivery. The Conference noted that these conditions could easily be fulfilled; newspaper parcels would be examined in the same way as luggage, and police formalities could be carried out simultaneously with Customs operations without additional delay.

4. *Customs and Fiscal Charges applicable to Newspapers.* — The Conference was of opinion that the Customs formalities might be still further simplified if the various duties on newspapers were abolished, and requested the Council to ask the competent League organisations to consider the possibility of the abolition of all or part of these duties.

5. *Dropping Newspaper Parcels from Aircraft in Flight.* — The Conference recommended that, whenever technical conditions permitted and suitable Customs or police supervision could be provided, Governments should allow newspaper parcels to be dropped from aircraft in flight.

6. *Combined Rail and Air Transport.* — The Conference noted the efforts made to create a single document for combined rail and air transport.

7. *Periodicals.* — Although considering the question of newspaper transport as more important and urgent, the Conference, nevertheless, expressed the opinion that similar measures might be applied to periodicals.

8. *Postal Questions relating to Newspapers and Periodicals.* — In view of the great importance of the international postal agreement regarding subscriptions to newspapers and periodicals, and of the optional provisions of the Stockholm Convention for a 50 per cent reduction on the ordinary rate for printed matter, the Conference requested European Governments, which had not yet been able to accede to this agreement or to apply these provisions, to give favourable consideration to the possibility of so doing. It also considered it desirable that the right given to Governments of accepting postal subscriptions to newspapers for less than three months should be made use of as far as possible.

The Council noted these recommendations at its session of January 1930, and expressed the hope that they

would be speedily carried into effect, since they had secured the approval of the representatives of Governments and Administrations.

The competent committee of the International Railway Union has since drawn up, in agreement with the postal administrations, regulations for the application of the recommendations with regard to the transport of newspapers by rail or by post in countries with a postal monopoly.

The Transit Committee has made the necessary arrangements for executing the resolutions of the Conference.

II. — ROAD TRAFFIC.

The Road Traffic Committee studied the questions of the taxation of foreign motor-cars, road signalling, international commercial transport and triptychs.

1. *Taxation of Foreign Motor-cars.* — The Committee considered the draft international Convention for the exemption of foreign cars from taxation, devoting special attention to the documents with which vehicles must be provided to enable the fiscal authorities to exercise the necessary control and to guarantee them against fraud. The Committee expressed itself in favour of an international fiscal permit to be issued by the competent authorities of the country in which the motor vehicle is registered.

2. *Road Signalling.* — After examining the observations submitted by certain organisations, the Committee arrived at the conclusion that it was impossible to achieve the desired unification of signals by means of a mere recommendation. If, therefore, uniformity were not to be rendered impossible by the definite establishment of signals which were becoming more and more diverse, the Committee considered it indispensable to take, at the earliest possible date, final decisions which would be accepted as international obligations by Governments.

3. *International Commercial Transport.* — The Committee drew up a draft Convention establishing an international regime for commercial motor transport. By it, the contracting parties would accord freedom of circulation in their territory to commercial motor vehicles

registered in the territory of a contracting party. Such vehicles would be authorised to transport passengers and goods. Public transportation services might, however, in accordance with national laws, be subject to concession.

4. *Triptychs*. — The Committee drew up regulations concerning triptychs by which such documents can be issued only to owners of cars having their legal, business or *de facto* residence in the territory into which the car is temporarily imported.

5. *European Road Traffic Conference*. — On the basis of this work, the Council summoned a European Road Traffic Conference to meet on March 16th 1931. This Conference will be called upon to conclude international agreements on the regulation of commercial motor transport, the unification of road signalling, and the taxation of foreign motor vehicles. It will also examine the possibility of an agreement between Customs authorities to facilitate the cancellation of undischarged or lost triptychs.

On this occasion, the Council Rapporteur of the subject, M. Zaleski (Poland), emphasised the importance which the Council attached to the question of the international regulation of commercial motor transport, recalling that the League had already furthered the adoption of international regulations for the development of other means of transport by conventions on the regime of navigable waterways of international concern, the regime of maritime ports, etc.

No general international agreement had, however, yet been concluded applying the principles of freedom of communications and transit embodied in the Covenant to commercial motor transport, the economic importance of which was continually growing.

III. — AIR TRANSPORT CO-OPERATION.

The question of the more rational organisation of air transport co-operation was carefully investigated by the Transit Organisation. In 1927, the Assembly adopted a resolution on economic co-operation in questions of air traffic. The action to be taken on this resolution was referred to a special committee which met for the first

time in July 1930 at Geneva, and considered memoranda submitted by experts on the economic, administrative and legal aspects of international air traffic.

This first session was mainly devoted to preparing a definite programme of study in order to reach the greatest possible number of practical conclusions at a later session. The Committee began by recording its view that the present situation of civil aviation, despite the progress achieved, was not as satisfactory as the state of technical development should permit, and that it was only by means of increasingly close international co-operation that the situation could be improved.¹

The programme established by the Committee includes the following points : co-ordination of the work of air transport organisations; conditions for the admission of foreign international transport undertakings; development of international co-operation in the running of air lines; a study of a special statute for certain international air communications of general importance; a study of certain legal and administrative questions affecting the development of international co-operation in air traffic (registration of aircraft, social insurance of the staff employed by air companies, air insurance, simplification of Customs formalities, special police regulations for super-maritime air traffic, and assistance in case of accidents), the practical improvement of the working conditions of air lines (an extended and systematic use of combined transport, the establishment of a main network of

¹ The session was attended by M. de Brouckère (Belgian) (Chairman); M. Fisch (German), of the German Transport Ministry; M. Emile Allard (Belgian), Director of the Belgian Technical Aeronautical Service; M. Ricardo Ruiz Ferry (Spanish), Vice-Chairman of the International Air Federation; M. Chaumit, Director in the French Air Ministry; the late Sir W. Sefton Brancker, Air Vice-Marshal, Director of Civil Aviation of Great Britain; M. Molfese, Chief of the Italian Civil Aviation; General Kaba, Head of the Japanese Military Delegation to the League of Nations; M. Iwai, Secretary of the Japanese Transport Ministry; M. de Veer, Director of the Netherlands Air Service; Colonel Janusz de Beaurain, Chief of the Institute of Aeronautical Study of the Polish General Staff; Lt. Col. Filipowicz, Chief of the Civil Aeronautics Section of the Polish Ministry of Communications; M. Tord Knutson Angstrom, Member of the Swedish Board of Aeronautics; Colonel Isler, Director of the Swiss Air Office; M. E. Pittard, barrister; M. Tadya Sondermayer, engineer, Director-General of the Yugoslav Air Company *Aeroput*.

Mr. J. J. Ide, Technical Assistant in Europe of the National Advisory Committee for Aeronautics of the United States, being unable to travel to Europe, the American Vice-Consul, Mr. J. W. Riddleberger, attended the meetings as an observer.

permanent air routes with all the technical questions involved).

The Committee expressed itself in favour of the unification of public international law in connection with air traffic, but pending the negotiations entered into on the subject, it preferred to refrain from any action in this connection. It expressed the desire that Governments should invite the international organisations concerned to find means of affording greater freedom to regular international transport by air; that Governments should examine in the most liberal spirit requests for an authorisation to fly over their territories; that the present "pool" system of air co-operation should be extended and improved by bilateral or multilateral agreements for eliminating unnecessary competition and increasing the economic efficiency of international air traffic.

Considering that in the future certain international air communications would be of general importance, the Committee recommended that the League should draw the attention of Governments to those circumstances which might justify the study of a special statute.

A special sub-committee was appointed by the Chairman of the Committee to study the question of the creation and operation of a main network of permanent air routes and postal air Transport. This sub-committee will meet next June.

IV. — INLAND NAVIGATION.

In pursuance of the work of the Transit Organisation for the unification of river law, the Council summoned a Conference to meet at Geneva in November 1930 to study this question. The agenda included the codification of certain questions of river law applicable to navigation on the principal navigable waterways of Continental Europe. The States invited were those which had already taken part in the European Conference of 1925 for the unification of the tonnage measurement of inland navigation vessels. The questions dealt with in the draft Conventions concerned the nationality of inland navigation vessels, registration, liens, mortgages, and the results of collisions.¹

¹ Three convention were concluded:

V. — MARITIME NAVIGATION.

1. *Unification of Buoyage and Lighting of Coasts.* — As the Transit Organisation had finished its preparatory work on buoyage and lighting of coasts, the Council summoned a Conference on unification of buoyage and lighting of coasts to meet at Lisbon on October 6th, 1930, at the invitation of the Portuguese Government. The preparation of this Conference took place with the assistance of experts from most of the countries concerned, and included technical studies in the Mediterranean, in the Baltic, in the United States, and in Canada. All maritime States were invited.¹

2. *Tonnage Measurement.* — The Transit Organisation also continued its work with a view to the unification of maritime tonnage measurements. It endeavoured to draw up international regulations which will probably be terminated in the course of 1931.

VI. — RAILWAY TRANSPORT.

A certain number of applications based on Article 304 of the Treaty of Trianon and Article 320 of the Treaty of Saint-Germain were received from railway companies situated in the territories of the States succeeding to the Austro-Hungarian monarchy. These companies asked for the arbitration of disputes which had arisen between them and the Governments concerned. In each case, the Council decided to appoint arbitrators, if it were not possible to secure friendly agreement between the parties.

At the request of the Third General Transit Conference (1927), the Transit Organisation studied measures to be taken in the case of serious events of a general character affecting means of communication. It prepared a draft recommendation and additional protocol to the Convention on the International Regime of Railways. These two drafts provide for mutual assistance between States, with a view to facilitating the resumption of international transport at the earliest possible moment. The

¹ The Conference concluded an Agreement on Maritime signals, an Agreement on Lightships and made recommendations concerning lighthouses and wireless lighthouses. The work on buoyage was adjourned.

texts will be considered by the Fourth General Transit Conference in 1931.

VII. — CALENDAR REFORM.

The question of calendar reform figures on the agenda of the next General Transit Conference, which will be held on October 26 th, 1931. The Conference will consider the results of the enquiry on this question on the basis of a summary of reports from national committees, and also the economic and social aspects of the problems of the stabilisation of movable feasts and the simplification of the Gregorian calendar.

Questions of an exclusively religious order will be left to the subsequent decision of the ecclesiastical authorities, who will be invited to send observers. The Conference will be called upon to note and co-ordinate the views of the lay circles of the different countries.

VIII. — JURISDICTION OF THE EUROPEAN COMMISSION OF THE DANUBE.

In March 1929, the Council took note of the agreement reached between the powers represented on the European Commission of the Danube (France, Great Britain, Italy, Roumania) with regard to certain difficulties as to its jurisdiction. On January 16th, 1930, it decided to forward the text of this agreement to the other Powers, parties to the Convention, establishing the final Statute of the Danube (Germany, Austria, Belgium, Bulgaria, Greece, Hungary, Czechoslovakia and Yugoslavia). It instructed the Secretary-General to invite these powers to appoint representatives to sign at the seat of the League a declaration confirming their consent, in order that the measures contemplated by the Powers represented on the European Commission might be put into practice as soon as possible.

IX. — OTHER QUESTIONS.

The Transit Organisation studied, in co-operation with other League organisations, various questions of which certain aspects come within its jurisdiction. It consi-

dered the question of communications between Lithuania and Poland raised by the Council during its examination of the relations between these two countries. At the request of the Economic Committee, it considered the question of alcohol-smuggling on the basis of a proposal submitted by Finland. Other questions studied were the interpretation of the Telegraphic Convention of St. Petersburg from the point of view of the exchange of facsimiles of telegrams sent in connection with the smuggling of opium and drugs, questions concerning the railway system of Danzig, communications affecting the League in times of emergency, and in particular the question of the establishment of a League wireless station, and of an aerodrome near the seat of the League.

Certain questions were referred to the Transit Committee by the Conference for concerted economic action. Enquiries are being conducted concerning :

1. The transport of agricultural produce and the tariffs applied to such transport with a view to securing as far as possible practical agreements ensuring freedom of transit and facilitating the transport of agricultural produce (in co-operation with the Economic and Financial Organisation).

2. The possibility of rationalisation as regards transports;

3. The possibility of extending international relations concerning transport and the adaptation of railway tariffs;

4. Reorganisation of tariffs.

Finally, the Transit Committee prepared the Fourth General Transit Conference which will meet at Geneva in October 1931.

CHAPTER VI

THE HEALTH ORGANISATION

- I. Co-operation of the Health Organisation with Various Governments : (1) Co-operation with the Chinese Government ; (2) Co-operation with the Bolivian Government ; (3) Co-operation with the Greek Government ; (4) Co-operation with the Bulgarian Government ; (5) Co-operation with Latin America. — II. Special Enquiries regarding Infant Mortality, Malaria and the Standardisation of Sera. — III. Epidemiological Intelligence. — IV. Interchange of Sanitary Staff. — V. Conferences of Directors of Schools of Hygiene in Paris and Dresden. — VI. European Conference on Rural Hygiene. — VII. Creation of an International School of Advanced Health Studies.

The principal feature of the work of the Health Organisation was the development of its co-operation with certain Governments and the establishment of closer relations with others. In this connection may be mentioned the approval by the Council and the execution of the programme established by the Chinese Government for co-operation between the League and China in the field of public health; technical assistance to the Bulgarian Government in training staff and in applying prophylactic measures against syphilis; assistance to Bolivia and Greece in reorganising their health services; and the assistance given to the South American Serological Congress which met at Montevideo in September 1930.

Other events of the past year were the creation in Paris of an International School of Advanced Health Studies, subsidised by the French Government; the preparation, at the request of the Spanish Government, of a European Conference on the important problem of rural hygiene, Conferences of Directors of schools of hygiene with a view to establishing a programme for general instruction in hygiene, the training of specialists and the administrative organisation of schools, the campaign

against malaria and infant mortality, the work of the Epidemiological Intelligence Service and study tours of specialists in hygiene.

I. — CO-OPERATION OF THE HEALTH ORGANISATION WITH VARIOUS GOVERNMENTS.

I. Collaboration with the Chinese Government.

The principle of this co-operation having been approved by the 1929 Assembly, the effective establishment of relations between China and the Health Organisation was immediately followed by an enquiry on the spot undertaken by the Director of the Health Section and one of his assistants. Dr. Rajchman and Dr. Boudreau arrived in China on November 9th and, at the request of the Health Ministry, proceeded to a preliminary study of the quarantine organisation in certain ports and of measures with a view to the creation of a national quarantine service; and of the organisation and working of medical and health institutions in the various towns and administrative districts from the point of view of medical instruction, the training of sanitary staff, the provincial public health organisation, the campaign against epidemics, and the control of cholera and smallpox in the Shanghai area.

Before leaving China, Dr. Rajchman and Dr. Boudreau received from the Chinese National Government detailed proposals for co-operation in public health matters between China and the League.

These proposals provide for the reorganisation of the quarantine service; the creation of a central field health station; the establishment of a national hospital and of a provincial hospital in Che-Kiang, the reform of medical education; the control of cholera and smallpox in the Shanghai area; facilities to be granted to Chinese medical officers for study tours under the auspices of the League.

These proposals were considered by the Health Committee at an extraordinary session held at Geneva from March 5th to 8th and by the Council on May 14th, 1930. On this occasion the Chinese representative said that his Government had appealed to the League Health

Organisation as representing the best traditions of public health at the moment.

(a) *Transfer and Reorganisation of the Quarantine Service.* — The Chinese Government had asked the Health Organisation to study, in conjunction with the Transit Organisation, measures for the transfer of the quarantine service from the Ministry of Finance to the Ministry of Health and their reorganisation and technical improvement.

The Health Committee requested Dr. C. L. Park, of the Health Section of the Secretariat, to proceed to an enquiry in certain Chinese ports. Dr. Park left for China, where he stayed from the middle of April to the end of June 1930. He made a report to the Health Committee, which will later issue recommendations as to the reorganisation of the port health services.

The Transit Committee, at the request of the Chinese Government, appointed three experts to confer with the Health Committee when the time came. Meanwhile, the Health Organisation offered the Chinese medical officers appointed to direct the new port health services facilities for completing their training abroad. Dr. Eu-Ya Ching was appointed to take part in a study tour on the health organisation of Far-Eastern ports. This interchange began on June 27th at Shanghai and included a visit to the Dutch East Indies, French Indo-China, Hong-Kong, Canton, the Philippines and Japan. Dr. E. B. Young, Assistant Director of the quarantine hospital of Yung-Kao, was instructed by the Chinese Health Ministry to make certain studies in the ports of Hamburg, Bremen, Liverpool, London, New York, Baltimore and New Orleans. Other officials of the port health service will also make study tours abroad.

(b) *Creation of a Central Field Health Station.* — The Chinese Government proposed to found in Nanking a Central Field Health Station, which will become the nucleus of the future national health service. To assist the Health Ministry in this task, the Health Committee submitted a scheme to the directors of health schools and institutes, who met in Paris last May. This scheme was discussed, and the observations made in this connection will serve as a basis for recommendations. Dr. Borcie, Director

of the Zagreb Health Institute, was appointed adviser to the Chinese Health Ministry during the period of the establishment and development of the new station. Dr. Borcic arrived in China in July. The Health Ministry has already taken steps to acquire the necessary site for the station.

(c) *Establishment of a National Hospital and of a Provincial Hospital in Che-Kiang.* — The Chinese Government decided to create two hospitals, one at Nanking, and the other at Hang-Cheou. It asked the Health Organisation to give the officials in charge of these hospitals an opportunity of becoming acquainted with the systems applied in health administrations abroad. It was expected that one of these officials would be in Geneva at the beginning of 1931.

The sum of two hundred thousand dollars was set aside in the provincial budget of Che-Kiang for the year beginning on July 1st, 1930, for the construction of the Hang-Cheou hospital.

The field hospital which is at present at Nanking will form the nucleus of the national hospital, once it has been completed and perfected. This institute is already receiving a monthly subsidy of 25,000 Mexican dollars.

(d) *Reform of Medical Education.* — The Chinese Government asked the Health Organisation to prepare a memorandum on the reform of medical education, as well as to provide facilities for study abroad for officials in charge of post-graduate medical instruction. The Chinese Government also asked for a League expert to be appointed as technical adviser to the National Commission on Medical Education set up by the Ministry of Education. The Health Organisation has appointed Dr. Faber, Professor at the Medical Faculty of Copenhagen University. Dr. Faber left Europe on August 18th for two months' stay in China. On his return he will report to the Health Committee.

(e) *Control of Smallpox and Cholera in the Shanghai Area.* — The Chinese Government appealed to the Health Organisation to assist it in its campaign against cholera and smallpox. To this end it summoned three Conferences, in which League representatives took part, set aside

credits, engaged supplementary staff and drew up a general programme of vaccination and anti-cholera inoculation. To execute this programme, field and permanent dispensaries have been established in the towns of the Shanghai area. This has made it possible to preserve a considerable portion of the population from contamination. The epidemiological study of cholera has been undertaken, and new arrangements have been made as regards the water-supply or certain sections of the population.

(f) *Facilities for Chinese Medical Officers as regards Study Tours under the League's Auspices.* — In connection with all these reforms the Chinese Government asked that facilities should be granted its officials as regards study tours abroad. The Chief of the Department of Medical Administration of the Health Ministry has left for Europe and America to study public health according to a programme drawn up by the League Health Organisation, and the Health Commissioner of the Province of Che-Kiang has visited Central and Western Europe, also according to a programme established by the Health Organisation. Several other senior officials will be coming to Europe to study certain aspects of public health problems on the basis of plans prepared by the Health Organisation. Finally, certain Chinese specialists in medicine and public health will co-operate in the work of the Health Committee.

2. *Co-operation with the Bolivian Government.*

The co-operation requested by the Bolivian Government in August 1929 developed during the past year. In April 1930 the Health Organisation sent to Bolivia two experts, Dr. MacKenzie and Dr. Pascau to make a preliminary study of the health reorganisation of the country.

3. *Co-operation with the Greek Government.*

The measures taken by the Health Organisation on the request submitted by the Greek Government for assistance in the sanitary reorganisation of Greece have produced certain results. The Greek Government has appointed an Under-Secretary of State for Health and

has passed the necessary laws for the creation of new technical services and a school of hygiene. At the request of the Greek authorities, Dr. Norman White has undertaken to organise new technical services and the school of hygiene. Directors has been appointed for the divisions of malariology and sanitary engineering. The attempt to secure a high type of recruit for the public health nursing service has been successful, and courses in public health nursing are being instituted.

In accordance with the proposals of the Greek Government, facilities for the training abroad of Greek public health officers have been accorded by the Health Organisation, and five such officers have carried out studies according to a programme arranged by the Health Section.

4. Co-operation with the Bulgarian Government.

On September 6th, 1929, a request was received from the Bulgarian Government for the assistance of the Health Organisation in the campaign against syphilis in certain parts of the country. An expert of the Health Organisation carried out a preliminary investigation in collaboration with the Bulgarian authorities and the Bulgarian Refugee Settlement Commission. This enquiry showed the need for immediate action. It was decided to make a detailed survey of the whole area, and arrangements were made for giving courses of instruction in the treatment of syphilis to the local health and malaria offices in the districts affected. The Bulgarian Government agreed to provide staff for the enquiry, to arrange the courses of instruction and to appoint a bacteriologist on serological work. The Refugee Settlement Commission agreed to provide the salaries and material for the work carried on the enquiry. At its May meeting, the Council authorised the Health Committee to place a bacteriologist at the disposal of the Bulgarian authorities. Dr. Jessner has been appointed to this office.

5. Co-operation with Latin America.

(a) *Infant Mortality.* — As a result of the Montevideo Conference on Infant Mortality, enquiries were undertaken in the Argentine, Brazil, Chile and Uruguay on the same

lines as those previously carried out in Europe. The results were considered by the Conference held at Lima in July 1930. Representatives of the Health Administrations of Bolivia, Colombia, Ecuador, Peru and Venezuela attended the Conference in order to discuss the possibility of extending the investigation to these countries.

(b) *Leprosy*. — Dr. Etienne Brunet, Secretary of the Leprosy Commission, visited Latin America in 1929 to assist the health authorities in a survey of the prevalence of leprosy and of the measures adopted for its investigation and control. The health authorities of other Latin-American countries consider leprosy as one of their principal health problems, and have intimated their desire to profit by any international study carried on by the League Health Organisation.

The Health Organisation decided to send to Brazil an expert on leprosy to collaborate with the International Centre for the Study of Leprosy, to be organised by that country under the League's auspices. It is probable that a similar centre will be organised at Bogota.

(c) *Syphilis*. — The Uruguayan Foreign Ministry had invited the Health Committee to appoint the President of the South-American Serological Congress held at Montevideo in September 1930. The Health Committee appointed Dr. J. Jadassohn, Director of the Breslau Dermatological Clinic. The object of this Congress was to compare the serological methods of testing for syphilis along the lines of the work of the Serological Conference held in 1928 in Copenhagen.

II. — SPECIAL ENQUIRIES REGARDING INFANT MORTALITY, MALARIA AND STANDARDISATION OF SERA.

1. *Infant Mortality*.

The Health Committee had recommended the health administrations of various countries to proceed to enquiries regarding the causes of infant mortality, as well as appropriate preventive measures. The Health Administrations of Spain, Roumania Czechoslovakia and Yugoslavia indicated their desire to carry on enquiries similar to those which had already taken place in Europe and Latin

America and asked the League Health Organisation to assist them. The Health Organisation accordingly organised study tours for health officers responsible for the new enquiries. These study tours will take place in countries where the enquiries have already been completed. A report has been published giving a detailed survey of the work.

2. *Malaria.*

The work of the Malaria Commission mainly concerned the co-ordination of national research work. These researches bore upon the following points : malaria and housing, intensive treatment of malaria, treatment of malaria with alkaloids of cinchona other than quinine, anophelism and malaria in deltas, species-determination by precipitation tests, immunity from malaria, latency in winter and artificially induced malaria in man.

Courses in malariology were given in Hamburg, Paris and Rome and at the London School of Hygiene and Tropical Medicine; the theoretical and library courses, lasting or about a month, were given at the appropriate schools or institutes in the cities mentioned, followed by practical field work in Italy, Spain and Yugoslavia. The Health Organisation offered a limited number of scholarships for this course to health officials entrusted by their administrations with important anti-malaria work.

Finally, at the invitation of the Indian Government, five members of the Malaria Commission made a study of malaria in certain parts of India from September to December 1929. This study bore upon the epidemiological factors involved in the incidence of malaria in Bombay and included visits to more than one hundred and forty villages and towns in the affected districts. The investigators considered the various aspects of the problem. Of these the rural problem is the most important, since approximately 90 per cent of the Indian population is rural. The problem of malaria presents two sharply contrasting aspects in India, malaria in irrigated and water-logged areas such as the Punjab and malaria in areas subject to flooding, as in the Ganges Valley in Bengal.

The conclusions of the investigators were discussed by the Malaria Commission at its meeting at Algiers in May 1930.

3. *Standardisation of Sera.*

In this field the principal event was a laboratory Conference on blood groups at the Pasteur Institute in Paris from July 21st to 25th, 1930. Fourteen experts from ten institutes at Berlin, Copenhagen, Frankfurt, Heidelberg, Helsingfors, Modena, New York and Paris participated in the work.

Another Conference, on the sero-diagnosis of syphilis, was held in Copenhagen from August 4th to 5th, 1930. The work began with a joint examination of twenty-six samples of serum provided by the Danish State Serum Institute. The sera were examined by six groups of investigators, using five flocculation methods and two modified Wassermann reactions. While the small number of tests did not permit definite conclusions concerning the one or the other method, the experts nevertheless agreed that flocculation methods, as used by them, had a high degree of sensitiveness and of specificity.

The conclusions of the Conference were communicated to the Eighth International Congress of Dermatology and Syphilology meeting at that time in Copenhagen.

The experts enquiring into the treatment of syphilis have collected a large number of records bearing upon twenty-three thousand, five hundred cases of syphilis. The enquiry is being carried on in Denmark, France, Germany, Great Britain, and the United States of America under the auspices of the Health Organisation. In studying the records a number of questions arose on which it was desirable to secure expert opinion. For this purpose the Health Organisation summoned, on August 6th, 1930, a meeting of experts, most of whom had taken part in the Eighth International Congress on Dermatology and Syphilology. In the course of the meeting the British delegate submitted a new method of treatment apparently yielding more favourable results than the older methods. This new method was put forward as particularly

appropriate to the treatment of seamen on account of the longer intervals between injections.

III. — EPIDEMIOLOGICAL INTELLIGENCE.

This department continued its weekly and monthly publication of reports on the prevalence of epidemic diseases, as well as the publication of multigraphed sheets several times weekly. The prompt distribution of these reports to the sanitary administrations provides them with as complete information as it is possible to secure concerning the movement of epidemics.

Special articles have been prepared and published in the monthly *Epidemiological Report* on enteric fever, diphtheria, scarlet fever, smallpox, typhus, deer-fly fever and psittacosis.

The Singapore Bureau continued its work on the co-ordination of medical researches in the Far East, on the use of dried lymph for vaccination, the utility of bacteriophage, the value of oral vaccination and plague.

IV. — INTERCHANGE OF SANITARY STAFF.

A general interchange for the study of health conditions in France took place from May 26th to July 8th, 1930. It was attended by eighteen participants from twelve countries, who visited typical rural, industrial and urban districts.

An interchange for the study of port health practice and quarantine in the Far East began at Singapore on June 23rd and ended at Shanghai on August 17th. The eight participants, belonging to Far Eastern health administrations, visited the ports of the Netherlands, Indo-China, French Indo-China, Japan and the Philippines.

In view of the progress which certain Balkan countries have made in the protection of public health, the League Health Organisation organised an interchange in Roumania and Yugoslavia from June 1st to July 6th. Medical officers from Bulgaria, Greece, Roumania, Yugoslavia and Czechoslovakia took part in the interchange, with a programme concerning the question of hospitals and

medical relief. Finally, the Health Organisation granted a certain number of individual scholarships to health officers nominated by their administrations for the study abroad of special subjects.

These scholarships were, in the first instance, put at the disposal of health administrations which were re-organising their health services with the help of the League Health Organisation.

V. — CONFERENCES OF DIRECTORS OF SCHOOLS OF HYGIENE IN PARIS AND DRESDEN.

The Committee on Health Education and Preventive Medicine studied this year the question of schools of hygiene and, with the approval of the Health Committee, organised regular meetings of the directors of these schools in order to study their programmes. Considering that the time had come to formulate the basic principles of the work of these schools after analysing and comparing their main activities, the Health Organisation summoned two meetings, which took place in Paris in May 1930 and at Dresden in July of the same year.

These meetings dealt with the following points : the character of the scientific work of the schools, of the field training, of the field studies and activities of the schools other than those connected with teaching; the work of the schools in connection with the teaching of sanitary engineering, supplementary instruction on preventive and social medicine for medical practitioners and auxiliary staff.

The conclusions were embodied in a report and constitute a veritable doctrine of the teaching of hygiene and of the organisation of schools.

VI. — EUROPEAN CONFERENCE ON RURAL HYGIENE.

On the proposal of the Spanish Government, the Council, on September 24th, 1930, decided to summon a Conference on rural hygiene to meet in 1931 under the auspices of the League of Nations. All European States will be invited.

The problem of rural hygiene is one of the most important in Europe. The statistics of numerous European countries show that risks of disease and death are greater in the country than in the towns. The Spanish proposal is for a technical Conference of technical delegates from the various European States, who will discuss the subject in the light of information prepared by the Health Committee. Each delegate will describe the problem in his own country, the measures adopted to deal with it and the technical difficulties encountered. The Conference will be prepared by a special Committee co-operating with the International Institute of Agriculture at Rome. Its conclusions will be forwarded to the technical services of all European countries.

The Council invited non-European States with special interest in rural hygiene to send observers.

The agenda approved by the Council, after consulting the Health Committee, is as follows :

- (a) Guiding principles and appropriate methods for ensuring effectual medical care in rural communes;
- (b) The most effective methods of organising health services in rural districts;
- (c) The bonification of rural districts and the most effective and most economic methods.

VII. — CREATION OF AN INTERNATIONAL SCHOOL OF ADVANCED HEALTH STUDIES.

An offer of the French Government to found in Paris an international school of advanced health studies was accepted by the Council, which expressed its appreciation of this proposal.

During the past eight years, under the Health Committee's system of interchanges, nearly six hundred hygienists belonging to more than seventy sanitary administrations have benefited by general or specialised collective or individual tours in countries of all continents. The international health courses held two or three years

ago in Paris and London are another development of this system.

The French proposal is designed to place this development on a permanent basis. The teaching would be given in French but would be entrusted to a group of leaders in public health from countries possessing special experience in this field. The administrative programme and the selection of teachers would be in the hands of a Governing Body appointed by the Health Committee, under the presidency of a Frenchman. The curriculum would extend over five months.

CHAPTER VII

INTELLECTUAL CO-OPERATION

- I. Reorganisation of the Work of Intellectual Co-operation. — II. University Relations. — III. Intellectual Property. — IV. Literary and Artistic Relations. — V. Science and Bibliography. — VI. Instruction of Young People. — VII. International Educational Cinematographic Institute.

I. — REORGANISATION OF THE WORK OF INTELLECTUAL CO-OPERATION.

This reorganisation was mainly the work of the Committee of Enquiry presided over by M. Roland Marcel, Administrator-General of the *Bibliothèque nationale*, in Paris. The Tenth Assembly had instructed this Committee to study the programme of work and the organisation of the Committee of Intellectual Co-operation, as well as that of the bodies depending upon it, and to give an opinion as to the improvements which might be introduced with a view to increasing the positive results of their work.

In accordance with its instructions, the Committee prepared a report, which was subsequently adopted, with certain modifications, by the plenary Committee on Intellectual Co-operation at its session of July 1930. In this report, the Committee of Enquiry defined intellectual co-operation, delimited its sphere of action, indicated its methods of work, laid down a programme and reorganised the Institute. "The object of intellectual co-operation", the Committee said, "is international collaboration with a view to promoting the progress of general civilisation and human knowledge, and notably the development and diffusion of science, letters and arts. Its purpose is to create an atmosphere favourable to the pacific solution of international problems. Its scope is that of the League of Nations."

The methods of work of the Organisation of Intellectual Co-operation were defined as regards its relations both with other League organisations (the Educational Cinematographic Institute in Rome, the International Labour Office and the Institute of Private Law) and with outside organisations. The method of committees of experts is specially recommended.

The Committee of Enquiry, drew up a general programme of work which includes the following heads :

1. To develop the exchange of ideas and to effect personal contacts between intellectual workers of all countries;
2. To encourage and promote co-operation between institutions doing work of an intellectual character;
3. To facilitate the spread of a knowledge of the literary, artistic and scientific effort of different nations,
4. To study jointly certain major problems of international bearing;
5. To support the international protection of intellectual rights; and
6. To make known by educational means the principles of the League of Nations.

The report gives indications as to the order in which the programme might most usefully be executed. It points out that as it is impossible to take up all questions at the same time, it is necessary to draw up a schedule covering a few clearly defined problems of an urgent nature to be dealt with between 1931 and 1935.

The object of this scheme is to enable both the Committee and the Institute to make a more thorough examination of the various questions, instead of dispersing their efforts over too wide a field. The report also makes recommendations as to how the Committee on Intellectual Co-operation should be composed, in order to fulfil the task entrusted to it by the Council, having regard to the new definition and programme. The Committee, it is considered, should be so composed as to represent the main branches of intellectual activity and to preserve a certain balance between representatives of the exact and natural sciences and those of the " humane " sciences (including letters and arts). It should include neither corresponding members nor observers.

As the plenary Committee meets only once a year and is therefore unable to follow and supervise the whole work of intellectual co-operation, it was decided to appoint an Executive Committee of eight members, the Chairman of the plenary Committee and the Chairman of the Governing Body of the Institute. Five of the members would be chosen from among members of the Committee and three from outside. The five members also constitute the Governing Body of the Institute, and their Chairman is the Chairman of the Governing Body of the Institute. This Executive Committee will meet four times a year and will have sufficient authority to enable it to supervise the work of intellectual co-operation in the intervals between the meetings of the plenary Committee. The Executive Committee is composed as follows : the Chairman of the plenary Committee, Professor Gilbert Murray, and the Chairman of the Governing Body and Directing Committee of the Institute, M. Painlevé, Madame Curie, M. Casares, M. Destrée, M. de Reynold, M. Rocco, Sir Frank Heath, M. Krüss and M. Roland Marcel (the three last chosen from outside the Committee).

In order to simplify the organisation and to obtain better results, it was decided to replace the Sub-Committees by Committees of Experts, among whom the programme will be divided. The Sub-Committee on Arts and Letters has, however, been retained under a different name and with fewer members.

The report further defines the rôle and the activity of national committees on intellectual co-operation, which are the means of ensuring liaison between the International Committee and the intellectual authorities in the different countries.

The rôle of the Institute, its organisation, its methods of work and its relations with the Committee, the Governing Body and the Secretariat at Geneva were carefully defined. After expressing the opinion that the future of intellectual co-operation depends to a great extent upon the reorganisation of the Institute, the Committee of Enquiry recalls that the Institute is the instrument of work of the Committee on Intellectual Co-operation. Its international character must become even more pronounced. The Institute has no powers or initiative as

regards questions of principle. It carries out the decisions and makes arrangements for the work of the plenary Committee. But, within the limits assigned to it, it must enjoy a certain freedom of movement, without which it would not be able to function.

The Institute has been reorganised according to the following principles : reduction of the central services, a drastic diminution in the number of officials, combined with a considerable improvement in technical staff (Minute-writers, translators, interpreters, shorthand-writers), the allocation of the work and a distribution of staff adapted to the plan of work, the avoidance of any rigidity in the internal organisation.

The general conclusions reached by the plenary Committee on the basis of the report of the Committee of Enquiry are as follows :

The work of intellectual co-operation is full of vitality, as is shown by the results already achieved in spite of all difficulties. The League of Nations may therefore expect a great deal from it in future. It is necessary, however, to simplify and improve the methods of work and the machinery, and, lastly, without restricting the general scope of the Institute's activities, to draw up a programme containing only a small number of questions, either of immediate interest or of undoubted importance, within the financial resources at present available.

We believe that the difficult passage from youth to manhood will be safely overpassed after an experimental stage which had to be gone through and which has after all been not unproductive of results.

The Director of the Institute, M. Julien Luchaire, tendered his resignation for December 31st, 1930; he received the title of Director *emeritus* and was appointed as one of the experts conducting the enquiry into intellectual life. The Committee accepted his resignation and appointed as his successor M. Henri Bonnet, hitherto a member of the League Secretariat.

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The Council appointed two new Members of the Committee on Intellectual Co-operation : M. N. Titulesco,

Professor of Law, jurist, former Roumanian representative on the Council, and M. Wou-Shi-Fec, Chinese philologist.

II. — UNIVERSITY RELATIONS.

1. *Conference of Institutes for the Scientific Study of International Relations.* — This Conference, which will henceforth meet regularly, studied the possibility of co-operation and of establishing closer relations between faculties, schools and institutes, centres of education, research and discussion dealing with advanced international studies.

The discussion bore more particularly upon the possibility of increased co-operation between these institutes, the organisation of such co-operation on more definite lines (exchange of information and publications), the possibility of the systematic investigation, according to a joint plan, of certain questions concerning international relations, and a proposed dictionary of political terms. This dictionary, which would contain articles, prepared by specialists, explaining English, French, German and Italian terms, would constitute a comparative encyclopædia of political science, but would be confined to expressions of special significance in international political life. The possibility of editing this work in other languages is also being studied. The Conference recommended that relations should be established and maintained between its work and that of teachers giving instruction on international questions, particularly in their relation to peace.

This meeting was attended by representatives of (1) the following international institutes : the Academy of International Law at The Hague; the Bureau of International Studies, Geneva; the Carnegie Foundation, Paris; the Institute of Pacific Relations, Honolulu; the University Institute of Higher International Studies, Geneva; (2) the following national institutes : the German *Hochschule für Politik*, Berlin; the Vienna Consular Academy; the Canadian Institute of International Affairs; the Institute of History and Economic Science, Copenhagen;

the Council on Foreign Relations, New York; the Paris University; the London School of Economic and Political Science; the Royal Institute of International Affairs, London; Lemberg University; the Roumanian Social Institute, Bucharest; the *École libre des sciences politiques*, Prague.

2. *Fifth Annual Meeting of Directors of National University Offices.* — Thirteen Offices were represented namely, those of Austria, Belgium, Denmark, France, Germany, Greece, Hungary, Italy, the Netherlands, Poland, Spain, Switzerland, the United States of America.

In the course of the examination of reports on the work of the Offices in 1929 and on that of the Institute in the field of university relations, certain problems of international university co-operation were reviewed, in particular the arrangements for the employment of foreign professors in the various countries, as well as the organisation of the work of national institutes abroad. It was decided to summon next year a meeting of directors of higher education in a small number of countries, who would be instructed to prepare a general Conference of directors of higher education, with a view to the thorough examination of university relations.

3. *Conference of Representatives of Seven International Students' Organisations, including national students' associations or groups in almost all countries in the world.* This year the Conference made a preliminary study of the question of the international exchange of students.

Plans of closer co-operation in the joint organisation of these exchanges were drawn up, and certain practical steps were recommended to enable students to make the best possible use of their stay abroad.

4. *A Small Committee of Experts* studied the Question of Post-Graduate Scholarships. They unanimously emphasised the importance of increasing the number of these scholarships, of making them open to students of all nationalities, and informing the public how they might be obtained. These recommendations were forwarded to Governments, and to the national committees and organisations granting international scholarships.

III. — INTELLECTUAL PROPERTY.

A special committee of insurance experts and jurists studied during the year an insurance system calculated to facilitate the application of the draft international Convention on scientific property. This system must guarantee against all risks incurred by industrial undertakings exploiting scientific discoveries protected by the Convention. The experts agreed upon a formula providing for the creation of organisations protecting those exploiting scientific discoveries by a system based on co-operation between insurance and industrial concerns.

The Institute continued its work on the various aspects of the question of copyright, *droit de suite*, etc.

IV. — LITERARY AND ARTISTIC RELATIONS.

The International Museums Office organised this year several exhibitions of engravings and casts.

The chalcographical exhibitions were held at Bordeaux and Rouen. In view of the success of this undertaking, the curator of Rouen Museum proposes to organise a permanent exhibition of the most important engravings and casts. If this scheme materialises, the International Museums Office will have achieved the object it had in view when organising these exhibitions.

The cast exhibition was held at Brussels. It included four hundred casts of different sizes from museums and official workshops in Athens, Berlin, Brussels, Florence, London and Paris, reproducing Assyrian, Egyptian, classical, medieval, renaissance and modern works of art, up to the beginning of the nineteenth century.

This collection had already been shown last summer in Cologne. The object of the International Museums Office is to show how a small cast museum should be organised.

The Office also drew up plans for an international Conference, which took place in the autumn of 1930 in Rome, to study problems concerning the preservation, restoration and scientific examination of works of art. As regards

literary matters, the most discussed problem was that of translations. A meeting of authors, editors and translators was instructed to prepare an international Conference to examine various international aspects of the question of the translation of literary works.

V. — SCIENCE AND BIBLIOGRAPHY.

A meeting took place in which close co-operation was established between library experts and the International Federation of Librarians' Associations.

On the proposal of M. Tanakadate, Professor at Tokio University, that all countries should study the possibility of adopting latin characters in their written language, and, as far as consistent with the nature of each language, uniform spelling when several different systems existed, the Committee on Intellectual Co-operation decided to draw the attention of national committees to the importance, from the point of view of international relations, of adopting a uniform method of writing in addition to the national characters.

On the proposal of the German National Committee of Intellectual Co-operation, the plenary Committee recommended that a Conference of directors of national archives should consider certain international questions concerning archives and, in particular, that of their accessibility, raised by the International Committee of Historic Science.

The co-ordination of romance linguistic bibliography, recommended last year, is sufficiently advanced to enable the international bibliography of Latin languages to be published in 1931. The *Société internationale de la langue romane* has been requested to make arrangements for this publication.

VI. — INSTRUCTION OF YOUNG PEOPLE.

The Sub-Committee of Experts devoted special attention to the part played in education by broadcasting and the cinematograph. It provided for an enquiry in various countries concerning school manuals and instructed the

Educational Information Centres of Paris and Geneva to study questions concerning school museums, journeys and exchanges of schoolchildren, etc.

VII. — INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

This Institute has collected considerable material on firms and institutes interested in the question of the educational cinematograph. It has compiled the text of laws concerning the cinematograph and censorship in various countries. Its programme for the coming year includes the establishment of an international catalogue of educational films, a study of the use of films for scientific purposes, the publication in the more important languages of a cinematographic vocabulary, a study of the differences between national censorship laws, the preparation of a report on the conditions to be fulfilled, from the point of view of the police and public health regulations, by motion-picture halls showing films for young people, the question of unflammable films, an enquiry into the progress made by the sound-film in so far as it affects the educational cinematograph.

The Institute has also prepared a draft Convention for the suppression or reduction of import duties on educational films.

The draft Convention provides that, within six months from the coming into force of the Convention, educational films shall be exempted from all import, transit and export duties and accessory charges of any kind, except registration fees.

Should it prove impossible to accept this proposal, the draft provides for a reduction of import duties, since the principle of the abolition of transit and export duties does not seem likely to encounter any objection.

The category of educational films would include :

- (1) films designed to spread knowledge of the League;
- (2) instructive films for all grades;
- (3) films to promote vocational training and the scientific organisation of labour;
- (4) films on scientific and technical research;
- (5) films intended for learned societies and scientific institutes;
- (6) films on public health and social questions.

Requests with a view to the recognition of the educational character of a film should be addressed to the International Educational Cinematographic Institute. They should be accompanied by a certificate issued in each country by a competent department appointed by the Government. After considering the requests, the Institute would issue a certificate upon presentation of which films would be exempt from import, export and transit dues, as well as from import duties after temporary exportation. The sole object of this certificate, which would not constitute a guarantee of educational value, is to enable films to pass through the Customs with the fewest possible charges and formalities.

Should the Institute not consider a film as having international educational value, and should this decision be contested by the authorities, the latter would be entitled to lay the matter before a permanent committee of experts appointed by the Council of the League, whose judgment would be final. The signatories of the Convention would retain their rights of film censorship under their national laws. They would also be empowered to prohibit or restrict the import and export or transit of films should this be necessary in the interests of public security.

CHAPTER VIII

POLITICAL QUESTIONS

- I. The Hungarian Optants. — II. Bolivia and Paraguay. — III. Poland and Lithuania. — IV. Memel. — V. Request of the Greek Government. — VI. Report of the Straits Commission. — VII. The Bahrein Islands. — VIII. Mixed Greco-Turkish Exchange of Populations Commission.

I. — THE HUNGARIAN OPTANTS.

The question of the Hungarian optants, which, for several years, had divided Hungary and Roumania, was settled in 1930, within the framework of the Agreements on Eastern Reparations concluded at The Hague and signed in Paris on April 28th, 1930.

At the Council meeting of May 12th, 1930, the Hungarian representative, on his Government's behalf, asked the Council to withdraw this question from the agenda, subject to the coming into force of the Paris Agreements.

The Roumanian delegate seconded the motion, thanking the Council for its efforts to settle the question and recording the spirit of good understanding and mutual confidence which had presided at the conclusion of the Agreements. On his Government's behalf, he thanked all the parties to the Agreements—especially France, Great Britain and Italy—for the spirit of conciliation and sacrifice that had rendered agreement possible.

II. — BOLIVIA AND PARAGUAY.

On January 21st, 1930, the Paraguayan Minister in Paris and delegate to the League informed the Secretary-General, on his Government's instructions, that a Bolivian patrol had attacked Paraguayan detachments in the Chaco Boreal

on January 16th. It was further stated that, since that date, other Bolivian patrols had constantly shown signs of unusual activity in that part of the Chaco, which seemed to justify the presumption that Bolivia entertained aggressive designs. Paraguay was thus led to believe that the Bolivian Government was apparently seeking by sanguinary incidents to occasion a new dispute that would enable it not to accept the good offices of the American nations, directed towards the pacific settlement of the dispute relating to the Bolivian and Paraguayan frontiers. The Paraguayan Government desired once more to show its sincere attachment to a policy of international peace and agreement.

This letter was immediately communicated to the Bolivian delegate.

On January 22nd, the Paraguayan Minister in Paris wired to the Secretary-General that the Paraguayan wireless station had intercepted and deciphered a telegram from the Bolivian Chief of Staff which seemed to indicate that an aggression was imminent on the whole Paraguayan-Chaco front.

The Secretary-General communicated this telegram to the Members of the Council and the Bolivian Government.

On January 23rd, the President of the Council, M. Zaleski (Poland), sent a telegram requesting the Secretary-General to recall to both Governments that, after the Council session of December 1928, M. Briand and—in September 1929, the Assembly—had congratulated Bolivia and Paraguay on the adoption of pacific procedure for the settlement of their dispute in conformity with the undertakings of the Covenant. He had further stated: "I believe I am interpreting to-day the feelings of the Council and of the whole of the League of Nations in requesting you to express to both Governments our confidence that no serious incident will compromise the success of the pacific procedure in course".

On January 24th, the Secretary-General received from the Bolivian delegate a letter dated January 22nd and a telegram dated January 24th. The telegram contained the formal protest of the Bolivian Government against

false information attempting to ascribe to Bolivia the responsibility for the last incident provoked on the Chaco by a Paraguayan patrol, which had attacked a Bolivian observation post. The Bolivian Government further stated that Bolivia, faithful to the Conciliation Agreement to which she had subscribed at Washington in September 1929, had never for a moment departed from the line of conduct traced for her by her duty as a Member of the League, and awaited peacefully the execution of the formula proposed by the Uruguayan Government, which she had immediately accepted.¹

On January 25th, the Paraguayan Minister in Paris communicated a telegram from his Government dated January 23rd, informing the Secretary-General that it had again picked up a wireless message to the Fourth Division from the Chief of the Bolivian General Staff, which contained orders to prepare for a general offensive. This telegram was also circulated for the information of the Members of the Council and the Bolivian Government.

The same day, the Bolivian Government sent the Secretary-General two telegrams, the first protesting against the reports forwarded by the Paraguayan Government, which, it was stated, were not an accurate version of what had taken place in the Chaco, and emphasised that the peace of America would never be disturbed by the fault of Bolivia. In the second telegram, the Bolivian Government asked the Secretary-General to forward to the President of the Council the following statement :

As in 1928, Bolivia did not provoke the recent incident in the Chaco Bolivia had contented herself with taking the military measures necessary for the safety of her positions Bolivia had not exceeded the limits prescribed in such cases by the rights and obligations inherent in her position as a sovereign State.

Replying on January 27th to the Paraguayan communication of the 25th, the Bolivian Government said that it was contradicted by the actual events, the responsibility for which did not lie with Bolivia. The next day, the

¹ The resolution taken by the Commission of Enquiry and Conciliation asked the Uruguayan Government to arrange for the execution of measures designed to restore the state of affairs existing before December 5th, 1928.

Bolivian delegate wired that the Paraguayan denunciation concerning the wireless message from the Chief of Staff contained the same inaccuracy as the Paraguayan version of the recent events. Bolivia had merely taken the indispensable military precautions to defend her rights and sovereignty and to prevent or repulse fresh attacks. Moreover, in a letter of the same date, the Bolivian delegate communicated a cablegram from his Government dated January 20th, which had reached him with considerable delay owing to a wrong address. This message concerned the incident of January 16th and stated that sixty Paraguayan soldiers armed with machine guns had attacked a Bolivian observation post occupied by fifteen Bolivian conscripts, of whom one had been killed.

The same day, when acknowledging receipt of the Bolivian Government's reply, the President of the Council expressed his conviction that his colleagues had been very glad to note this reply and the other telegrams from the Bolivian Government stating that the peace of America would not be disturbed by Bolivia, who only desired the continuation of the execution of the Washington Conciliation Agreement.

The Paraguayan Government having replied on the 29th that it had never departed from peaceful procedure, M. Zaleski asked the Secretary-General to thank the Paraguayan Government for this statement. He added :

Since a similar statement has been made by Bolivia, I believe I can express to both Governments the Council's earnest desire that the two nations which accepted its suggestions and, thanks to the good offices of friendly nations, adopted a formula for the settlement of the 1928 incidents may also succeed in finding a means of settling all questions connected with the Chaco and thus avoid the occurrence of similar regrettable incidents.

When, on May 12th, the Council adopted the agenda for its fifty-ninth session, the Polish representative reminded his colleagues that the dispute had been settled and that this question need therefore not figure on the agenda. The Yugoslav representative, who succeeded the Polish representative as President of the Council, expressed his conviction that he was interpreting the feelings of his

colleagues in thanking M. Zaleski for his skilful handling of this question.

On the same day, the Bolivian delegate, on the instructions of his President, asked the Secretary-General to inform the Council that, thanks to the good offices of the Uruguayan Government, the Washington Protocol of September 12th, 1929, had been executed, and diplomatic relations had been resumed. The Bolivian delegate added that his country, which, in accordance with the Council's suggestions had, in September 1928, accepted the good offices of the Inter-American Conciliation and Arbitration Conference meeting in Washington, wished to pay a tribute to the Council for the interest it had shown in the question since the 1928 incidents. By a telegram, also dated May 12th, the Paraguayan Minister in Paris informed the Council that diplomatic relations with Bolivia had been resumed on May 1st.

On May 15th, the President of the Council expressed the Council's satisfaction at the favourable settlement of incidents in regard to which it had made suggestions to the Governments concerned. In his opinion, this showed that, even when a dispute was not officially submitted to the Council, the latter could, in such cases, make a useful contribution to the cause of peace. The Council, he said, was convinced that the understanding which had just been reached between the two countries would be followed by the peaceful settlement of the general question concerning the Chaco district.

III. — POLAND AND LITHUANIA.

By a resolution of December 14th, 1928, the Council had asked the Transit Committee to report on the measures that might be adopted, account being taken of existing international agreements, with a view to remedying the present state of affairs between Poland and Lithuania (from the point of view of freedom of communications and transit) and to lessening its international repercussions.

The report of the Transit Committee, prepared by a special Sub-Committee, was submitted to the Council in September 1930. Considering that the report raised questions of particular importance, the Council decided

to examine them thoroughly at its session of January 1931, and invited the Lithuanian and Polish Governments to communicate to the rapporteur, the Spanish representative, any observations they might desire to make.

The Lithuanian Government submitted two further applications in the course of the year. On May 22nd, it sent the Secretary-General a telegram protesting against certain acts of terrorism said to have been perpetrated by Polish soldiers against the inhabitants of the village of Dmitrauka, which is near Varena on the Polish-Lithuanian administrative line.

The Lithuanian Government asked that, in accordance with the Council resolution of December 10th, 1927, the alleged facts should be brought to the notice of the Acting President of the Council and the rapporteur on Polish-Lithuanian questions in order that an investigation might be instituted with a view to the protection of the lives and property of the inhabitants of the occupied territory.

The Polish Government, to which this telegram was immediately communicated, informed the Secretary-General that, from the Lithuanian communication, it appeared that the incident had taken place on Polish territory and between Polish subjects. The Council resolution of December 10th, 1927, could not possibly apply in these circumstances, and the Polish Government felt bound to reject explicitly any intervention of the Lithuanian Government in the internal affairs of Poland.

The Lithuanian and Polish communications were forwarded to the President of the Council and the rapporteur on Polish-Lithuanian questions, who requested the Secretary-General to inform both Governments that, in their opinion "having regard to the circumstances of the incident, recourse should not be had in this case to the steps provided for in paragraph 7 of the resolution adopted by the Council on December 10th, 1927". They added: "We are further convinced that both parties will earnestly desire to abstain from any act calculated to prejudice good neighbourly relations between the two countries, the importance of which was emphasised in the resolution of December 10th, 1927".

Shortly before the September Council session the Lithuanian Government drew the Council's attention to

incidents which had taken place on the Polish-Lithuanian administrative line which it regarded as infringing the Provisional Agreement signed at Königsberg on November 8th, 1928, establishing a *modus vivendi* on the said line. It was further suggested that a special commission of representatives of neutral Powers should be formed, which would be responsible for a kind of general supervision over the administrative boundary and for the settlement of such incidents as might occur.

The Polish Government drew attention to the fact that the complaints referred to by the Lithuanian Government had already been examined by the President of the Council and the rapporteur, who had not deemed it necessary to take the special steps provided for in the Council resolution of December 1927. The Polish Government stated that it could not consent to the creation of the Commission proposed by the Lithuanian Government, but would be prepared to enter into direct negotiations with Lithuania with a view to supplementing the Königsberg Agreement by an agreement fixing the manner in which frontier incidents might be settled on the spot, and also to settle by agreement the question of traffic on boundary waterways.

On December 18th, the Council requested both Governments to enter immediately into direct negotiations for the restoration of order and tranquillity in the districts concerned. It asked to be kept informed of the course of the negotiations and requested the parties to make statements on the subject at its next session. The Polish Government subsequently invited the Lithuanian Government to enter into direct negotiations for the completion of the 1928 Agreement on frontier traffic by an agreement for the settlement of frontier incidents on the spot and for the settlement of the question of traffic on boundary waterways. The Lithuanian Government replied by a note defining the points in regard to which agreement was necessary and expressed its willingness to negotiate.

IV. — MEMEL.

On September 20th, the German Government submitted a request, based on Article 17 of the Memel Convention,

for the immediate inclusion in the Council agenda of a series of infractions of the Memel Convention alleged to have been committed by the Lithuanian Government. The Lithuanian Government having objected to the inclusion in the agenda of the request, as formulated, the Council consulted a Committee of Jurists, which arrived at the conclusion that the Council could discuss the request.

The Lithuanian Government stated, however, that, while contesting the legitimacy of the procedure, it would not refuse to discuss the substance of the question, and was ready to seek a conciliatory solution.

The German and Lithuanian representatives then had conversations, which led to an exchange of statements regarding the execution of certain measures in the Memel territory concerning the composition of the Directorate, the elections of October 10th, the electorate, the liberty of the Press, freedom of speech and freedom to hold meetings.

On September 30th, the German representative said that, in these circumstances, he would regard as settled the points raised in the request and would for the moment renounce further discussion in the Council.

The rapporteur, M. Hambro (Norway), expressed his satisfaction at the result of the negotiations. The problem submitted was an extremely delicate one, but there was reason to hope that an equitable solution might be found for all difficulties if they were discussed in a spirit of loyalty and conciliation. He hoped that the questions mentioned by the German representative would be definitely settled. Other questions, however, deserved a closer examination, which he was prepared to undertake, if necessary, with the assistance of legal and financial experts, and in consultation with the Lithuanian and German delegates. He hoped to be able to submit a report at the next Council session.

The British representative, Mr. Dalton, having expressed the personal view that it might be well to seek the opinion of the Permanent Court with regard to the procedure for drawing the Council's attention to infractions of the Memel Convention, as proposed by the Lithuanian representative, the latter pointed out that his opinion was

that the Court should be consulted in each specific case. In this particular case, his Government had agreed that the matter should be discussed by the Council. M. Ham-observed that the Council might give its rapporteur an opportunity of reverting to this question when the whole case was brought up at a future session.

V. — REQUEST OF THE GREEK GOVERNMENT.

A dispute between Bulgaria and Greece relating to measures taken by the former in regard to forests situated in Bulgaria—the property of Turkish nationals who became Greek nationals as a result of the treaties which ended the Balkan Wars—led the Greek Government to apply to the Council for the appointment of an arbitrator under Article 181 of the Treaty of Neuilly.¹

After hearing the parties and consulting a committee of jurists, the Council appointed M. Undén (Sweden) to arbitrate the dispute. It was understood that Bulgaria should have the right to contest the Greek Government's claim before the arbitrator, either in respect of receivability or of the substance of the question.

VI. — REPORT OF THE STRAITS COMMISSION.

The annual report of the Straits Commission for 1929 was received by the Secretary-General in March.

The first part of the report gives the official figures of the strongest naval force in the Black Sea on January 1st, 1929—that of the Union of Soviet Socialist Republics—and records the warships passing through the Straits during the year. The only incident reported concerned the passing through the Straits of thirty-four Italian

¹ Article 181 reads :

“Transfers of territory under the present Treaty shall not prejudice the private rights referred to in the Treaties of Constantinople, 1913, of Athens, 1913, and of Stamboul, 1914.

“Transfers of territory by or to Bulgaria under the present Treaty shall similarly and to the same extent ensure the protection of these private rights.

“In the case of disagreement as to the application of this article, the difference shall be submitted to an arbitrator appointed by the Council of the League of Nations.”

hydroplanes bound for the Black Sea. On this occasion, the Commission expressed the view that the presence in the Black Sea of so great a number of Italian planes had disturbed the ratio contemplated by the Straits Convention, since the Soviet squadron in the same waters numbered at that moment only twenty-two training planes.

There were no changes in the sanitary regulations. Certain Greek vessels, which desired to pass through the Straits in transit, complained of the delay caused by the compulsory health inspection on entering the Straits. This formality has now been shortened.

A notable improvement in the sanitary regulations is that the formalities are now accomplished by the Galata Office for all ships entering Constantinople before midnight, without its being necessary for shipping agencies to notify their arrival during the day.

The second part of the report—information on conditions of passage for vessels and aircraft through the Straits—contains the text of regulations concerning the transit passage of all categories of vessels or planes in peace and war, Turkey being neutral or belligerent; the putting into port of vessels in time of peace, the passage of aircraft bound for Turkish territory *via* the Straits and the preliminary notice of the arrival of aircraft.

The third part (Annexes) includes documents concerning maritime traffic in the Straits in 1929, pilotage, towing and the charges applicable to vessels.

In accordance with the Council resolution of June 5th, 1928, this report has been communicated to the Members of the League, the signatories of the Straits Convention and the competent League organisations.

VII. — THE BAHREIN ISLANDS.

(Communications from the Persian Government.)

Two further communications were received from the Persian Government with regard to the Bahrein Islands.¹ The first contained a protest against the fact that, in an Annex to the International Convention on Economic

¹ See *The League from Year to Year* (1928-29), page 152.

Statistics, the Bahrein Islands were shown as a separate statistical territory under the heading "British Dominions, Colonies, etc." This letter was communicated to the signatories of the Convention, to the Council and Members of the League.

In the second note, the Persian Government asked that the Secretariat should communicate to all Members of the League a letter dated July 23rd, 1930, from the Persian Foreign Minister to the British Legation, "protesting against a further infringement of the sovereign rights of Persia over Bahrein". This letter concerned a concession for exploiting the oil in the island which, according to Press information, had been obtained by a British syndicate from the Sheik of Bahrein. The Persian Government, maintaining that these islands form an integral part of Persia, regrets that, despite the spirit of equity which it readily acknowledges in the British Government, it should, from time to time, become necessary to renew protests on this matter. "Such acts—and the failure to recognise Persia's incontestable rights over the Bahrein Islands—cannot", the Persian Government adds, "in any way affect those rights"; and the Persian Government considers itself at liberty to claim and demand "the restitution of any profits that may accrue from the concession in question, without prejudice to the damages relating thereto".

VIII. — MIXED GRECO-TURKISH EXCHANGE OF POPULATIONS COMMISSION.

In December 1929, the Acting President of the Council, Ali Khan Foroughi (on the proposal of their apporteur, M. Adatci, and after consulting his colleagues), appointed M. Holger Andersen (Dane) to succeed the late General de Lara as neutral member of the Mixed Commission for the Exchange of Greek and Turkish Populations.

Under Article II of the Convention for the Exchange of Greek and Turkish Populations, the Council appoints three of the Members of the Commission supervising the execution of the Convention. Two other neutral members appointed by the Council are M. Holstad (Norwegian) and M. Rivas Vicuna (Chilean.)

CHAPTER IX

PROTECTION OF MINORITIES

I. The Assembly Debate. — II. Minorities in Upper Silesia. — III. Minorities in Lithuania.

I. — THE ASSEMBLY DEBATE.

The application of the procedure adopted last year at Madrid and certain principles in connection with the protection of minorities were, at the request of the German delegation, exhaustively discussed by the Sixth Assembly Committee in September 1930.

The discussion brought to light very marked differences of opinion both on questions of principle and on questions of procedure. One of the differences concerned the general question whether the Assembly was competent to discuss the League guarantee in the minority treaties. Some delegates maintained that the Assembly was competent, because it was the supreme organ of the League, while others observed that the minority treaties had entrusted the question exclusively to the Council. All were agreed, however, that the question could be discussed by the Assembly under Article 3, paragraph 3, of the Covenant.

In his report to the Assembly, the rapporteur on minority questions, M. Motta, endeavoured to formulate the few general ideas in regard to which he had gained the impression that all were agreed.

All the delegates, he said, laid stress upon the capital importance of the minority problem. All agreed that it is one of the problems which may affect the peace of the world. All emphasised the fact that the problem is worldwide and concerns the whole of mankind. All the delegations, look

upon respect for religion, language and culture as sacred. Unanimity on this point is a fact of fundamental importance.

The principal subject of discussion was the procedure unanimously approved by the Council on June 13th, 1929. M. Motta noted that opinions differed as to whether the Council had authority to alter the procedure without the consent of the States bound by the minority treaties. "It was observed", he said, "that this question is perhaps more theoretical than really practical. Despite certain criticisms, nobody maintained that the Madrid procedure, which was an improvement on the former procedure, should be altered at the present juncture. It was generally recognised that the time that had elapsed since its adoption was not long enough to allow of final judgment based on experience. Nobody disputed that the Council should continue to take all the action that was possible under the procedure in force."

After recalling the service rendered to the League and to the cause of good understanding by the Council rapporteurs on minority questions—invariably representatives of non-European countries—M. Motta observed that, in the Sixth Committee, opinions had differed as to the desirability of generalising the system of the protection of minorities. There did, however, appear to be unanimity on one point—"that the existence of the minority treaties and the fact that the League has to ensure and does ensure their application are contributing to the development of a new spirit. This spirit, despite the absence of any legal engagement, has permeated in a moral sense both States which have undertaken treaty obligations and those which have not".

All were agreed, M. Motta noted, that the solution of the problem was to be found in constant co-operation and mutual confidence between majorities and minorities in the various States. "It is most satisfactory to note the statements made on this subject by several distinguished speakers of eminent authority. The discussion in the Sixth Committee would have been of real value even if this had been its only result. The main idea brought out by the debates was co-operation between majorities and

minorities. Majorities must be just and generous, and minorities must be loyal. Governments must constantly endeavour to smooth the way for mutual understanding and confidence and for co-operation between the majority and the minority."

M. Motta thought that it would be unwise to dwell too much upon the objects for which the treaties were intended. "These objects", he said, "are many, but it will suffice to observe—and this is a point on which there can be no serious divergence of opinion—that one of the chief aims was undoubtedly to remove obstacles raised during the course of history and as a result of the world war, which prevent majorities and minorities from working together. Such co-operation is one of the conditions of prosperity for individual countries and of lasting peace for the world as a whole."

II. — MINORITIES IN UPPER SILESIA.

The Council had to examine several petitions submitted under the Germano-Polish Convention on Upper Silesia, some of which concerned educational questions. Two questions, in particular, the Council had referred to a Committee of Jurists early in 1929, and then postponed in view of the opening of direct negotiations between the German and Polish Governments. In September 1930, the points at issue not having been settled by the negotiations, the rapporteur submitted his conclusions, which were adopted by the Council.

The first point—the obligation imposed on those responsible for the education of children belonging to the minority to appear in person when entering them for the minority schools—the Council considered had been satisfactorily settled by a recent decision of the Polish Government, according to which the provisions making it compulsory for those responsible for the children's education to appear in person before enrolment committees would not in future be applied.

As regards the second question—the constitution of special enrolment committees for minority schools—the Council noted the opinion of the jurists that the existence

and the present composition of the committees were not contrary to Article 131 of the Convention on Upper Silesia, but that the committees should abstain from exercising pressure on persons making the language declaration, and from taking any measure of verification in regard to such declarations. Subject to this reservation, the Polish Government may instruct the enrolment committees to ascertain that the declaration comes from the persons legally responsible for the children's education.

As regards another question—the non-admission of sixty children to German minority schools in Polish Silesia — important legal difficulties led the rapporteur to the conclusion that it could only be satisfactorily settled on the basis of an advisory opinion of the Permanent Court covering certain aspects of the question of principle concerning the right of entry to the minority schools of Upper Silesia which had not yet been settled.

The Council accordingly noted this conclusion and postponed the question until its next session. It was understood that the rapporteur would endeavour, in agreement with the German and Polish Governments, to draft the question or questions which would be referred to the Permanent Court.

III. — MINORITIES IN LITHUANIA.

A petition from thirty-four persons of Russian origin living in Lithuania, which concerned the confiscation of land under the Lithuanian Agrarian Reform Law of February 15th, 1922, was first examined by the Council in September 1929. On that occasion, M. Voldemaras (Lithuania) raised various points of procedure which were examined in a report submitted by M. Adatci to the Council on September 27th, 1929. The Lithuanian Government having subsequently communicated certain information concerning the subject of the petition, the Council, on January 15th, 1930, decided to refer the petition to the Minorities Committee which had already examined it.

CHAPTER X

MANDATES

- I. The Situation in Palestine. — II. Promulgation of the Organic Law for Syria and the Lebanon. — III. Proposed Admission of Iraq to the League. — IV. Annual Reports. — V. General Questions.

In this field, the principal events of the past year were the enquiry into the Palestine incidents, the promulgation of the Organic Law in Syria, and the proposal to admit Iraq to the League in 1932.

The Permanent Mandates Commission, the Council and the Assembly reviewed the administration by the mandatory Powers of the territories committed to their charge. The Commission, moreover, examined certain general questions such as the purchase of material and supplies by public authorities of A and B mandated territories, the postal rates in these territories and procedure with regard to petitions.

I. — THE SITUATION IN PALESTINE.

1. *The Wailing Wall.*

The Palestine incidents of August 1929, and, more especially, the disturbances at the Wailing Wall, were discussed by the Commission in November of that year.

The Commission had received a Memorandum from the British Government containing a proposal that a Special Commission should be appointed under Article 14 of the Palestine Mandate to study, define and determine the rights and claims of Jews and Moslems at the Wailing Wall at Jerusalem. The Commission drew attention to

the fact that the Wailing Wall was one of the Holy Places referred to in Article 14 of the mandate, which laid down that all questions connected with the Holy Places should be settled by a Special Commission to be set up under that article. In its opinion, the proposal of the British Government would constitute a derogation from that article.

The Council, however, desiring to place the Mandatory in a position to carry out its responsibilities under Article 13 of the mandate in the most favourable conditions for safeguarding the material and moral interests of the population, but not wishing to prejudge in any way the solution of problems relating to the Holy Places, decided in January 1930 that a Commission should be entrusted with the settlement of the question of the rights and claims of Jews and Moslems as regards the Wailing Wall.

The Persian representative said that he would not object to the adoption of the Council resolution, but desired that his silence should not be interpreted as an acceptance.

It was decided that the Commission should consist of three non-British members, including at least one eminently qualified for the purpose by the judicial functions he had performed.

The British Government appointed the Commission as follows : M. Elie Löfgren, former Swedish Foreign Minister, Chairman; M. Charles Barde, Judge at the Geneva Law Courts; and M. van Kempen, former official in the Dutch Colonial Service.

2. The 1929 Incidents.

In January 1930 the Council decided that the material forwarded by the Mandatory on the Palestine incidents should be examined by the Mandates Commission at an extraordinary session. As it proved impossible to furnish this material by the date contemplated, the extraordinary session fixed for May was postponed until June. At the Council meeting of May 15th the British representative described the situation in Palestine. He explained that the Commission of Enquiry, appointed after the 1929 incidents, had terminated its report, which would be

immediately forwarded to the Mandates Commission. When that body met, a full statement would be made by the British representative. Mr. Henderson added that the primary duty of the mandatory Power was the preservation of order. He described the measures taken for this purpose, laying special emphasis on the problem of land settlement and immigration, which was being studied by Sir John Hope Simpson. Finally, he stated that the British Government was examining the possibility of devising means, within the framework of the mandate, of satisfying the legitimate aspirations of the population and of removing any apprehensions that might still be entertained.

At its extraordinary session of June the Mandates Commission noted the report of the Commission of Enquiry presided over by Sir William Shaw and the material placed at its disposal, and heard explanations and supplementary information given by the accredited representative of the Mandatory, Mr. T. Drummond Shiels, Under-Secretary of State for the Colonies, assisted by Mr. Luke, Secretary of the High Commission in Palestine.

After examining the events of August 1929, their immediate causes, their more remote and fundamental origins, the action of the Administration, the measures taken by the Mandatory to prevent their recurrence, and the policy which the Mandatory intended to follow in giving full effect to the mandate, the Commission reached a series of conclusions, which it set forth in its report to the Council, and which may be analysed as follows :

(a) *Observations of the Commission.* — The numerous incidents arising in connection with the Wailing Wall between September 1928 and August 1929 contributed largely to the creation of the state of mind which eventually led to the outbreak. These incidents were provoked by attempts on both sides to alter the *status quo* in respect of the arrangements at the Wailing Wall and the customary use made of it. In 1928, the British Government had ordered the parties to observe the *status quo* pending an agreement between the Moslem and Jewish authorities. This order, the Commission considered, would have been more effective if it had been supplemented by police

regulations, failing which the *status quo* had no definite meaning in the eyes of the parties, which were equally inclined to exaggerate their claims. Regulations were issued in September 1929, and since that date no incident of note had taken place at the Wall.

The Mandatory agrees with the Commission of Enquiry that the dangerous excitement aroused by the incidents at the Wailing Wall was aggravated by incitements of the Jewish, and more particularly the Arab, local Press. The Mandates Commission emphasised that the Administration had not always used at the right moment its powers under the Press Law to suspend seditious prints.

The Palestine Government was in several instances taken by surprise. The failure of the Mandatory to appreciate the situation was, the Commission considered, due to the inadequacy of its intelligence service.

The local administration had inadequate armed forces at its disposal : 162 British police, one squadron of airplanes and one armoured-car company.

The Mandates Commission pointed out that the disturbances of 1929 followed upon a protracted period of tension between Arabs and Jews. The Jews accused the Mandatory of having done little to encourage Jewish settlement on the land; the Arabs considered that the Jewish immigrants were receiving unduly generous treatment and represented that there had been no development of self-government. The Commission stated that it had no desire to appreciate the merits of these conflicting complaints; it could not, however, conceal its regret that, on certain points, the Mandatory had not succeeded in giving full effect to all the provisions of the mandate. The Commission asked, for example, whether the obligation to encourage the settlement of Jews on the land did not imply the adoption of a more active policy in developing the country's capacity to receive and absorb immigrants in large numbers with no ill results. It pointed out that the Jewish National Home, so far as it had been established, had in practice been the work of the Jewish organisation, and that, in view of the partial inaction of the Palestine Government, a scheme of colonisation undertaken on a considerable scale was bound, since it began to develop independently of the public authorities, to

cause a profound disturbance in the lives of the section of the population not included in the movement.

As regards the Arab claim for self-government, the Commission, in view of the agitation of the Arabs, explicitly declared that the Mandatory must obviously return a definite and categorical refusal to the claims of any section of the population which was, in effect, revolting against the mandate either on principle or because it desired to retain only those provisions which favoured its particular cause.

Examining the measures taken by the British Government to prevent any recurrence of the riots, the Commission noted that the police force had been increased to 650 men and that an experienced official had been sent to the spot to reorganise the native police; the improvement of the intelligence service, the protection of isolated Jewish colonies and more effective Press supervision were under consideration; a Commission had been appointed to settle the question of the Wailing Wall; an enquiry had been instituted into questions of immigration, land tenure and agriculture, and the issue of immigration permits had been suspended as a strictly temporary measure.

The Mandates Commission, moreover, emphasised the double undertaking implicit in the mandate — the establishment of a Jewish National Home and the introduction of self-governing institutions. No time limit, it stated, was fixed in the mandate for the accomplishment of either of the two principal objects. The immediate obligations of the Mandatory were to place the country under such conditions as would eventually secure the purposes defined in the mandate. The establishment of the Jewish National Home must, however, in the view of the Commission, be governed by the economic possibilities, just as the grant of self-governing institutions must be effected with due regard to the political maturity of the population.

(b) *Comments of the Mandatory.* — In reply to these observations, the British Government forwarded the following comments. It noted in the first place that the measures taken to restore and maintain order in Palestine had been approved by the Commission and that the state-

ment of the British accredited representative regarding the temporary suspension of immigration permits had been considered as calculated to reassure the Jews as to the policy of the Mandatory in the establishment of the Jewish National Home. The British Government expressed its surprise at the criticism of its administration in previous years and of its partial inaction in respect of its obligations both to the Arab and Jewish populations. It considered that the Mandates Commission failed to take account of the importance attached by the Arab leaders to the political issue and ignored the fact that the demands of the Arabs had always been for a form of representative institution plainly incompatible with the mandate. The Mandatory was responsible not only for placing the country under such political, administrative and economic conditions as would secure the establishment of a Jewish National Home and the development of self-governing institutions, but also for safeguarding the civil and religious rights of all the inhabitants of Palestine, irrespective of race and religion.

The British Government regretted that the Mandates Commission had felt obliged to dissent from the opinion of the Shaw Commission that the outbreaks were not premeditated — an opinion which was shared by the British Government — and that it had based certain findings on statements or material upon which the Mandatory had had no opportunity of commenting.

As regards the delay in issuing regulations defining the *status quo* at the Wailing Wall, the British Government pointed out that this was due to the fact that one of the parties had not submitted its claims, and also to the fact that it was necessary to obtain an authoritative legal ruling on certain points. The British Government considered that it was not unnatural that the local authorities had been taken by surprise in August 1929, in view of the fact that there had been no premeditation. The reduction of the armed forces had been carried out on the advice of a High Commissioner with a thorough knowledge of the country, and was a step in the direction of establishing a normal civil government.

The Mandatory further pointed out that the Commission had given no indication, when considering the report

on Palestine a month before the outbreak, that it regarded the existing armed forces as insufficient. As for the establishment of the Jewish National Home, the British Government observed that the Mandatory was not called upon to create this Home, this being the duty of the Jews themselves, directed by the Jewish agency.

Replying to the charge that the Mandatory had failed in its obligations towards the Arabs by the neglect of agriculture and other developments, the British Government pointed to the unpromising local conditions and the strictly limited funds at the disposal of the Palestine Government. It expressed the view that, if a territory were to be developed on sound economic lines, it must be self-supporting, and drew attention to the fact that the grants-in-aid made by the British Government to the Palestine Government amounted to over nine million pounds sterling.

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The report of the Mandates Commission and the comments of the Mandatory Power were considered by the Council in September 1930. On this occasion the rapporteur, emphasising the difficulty of the Mandatory's task—endeavoured to clear up certain points in regard to which misunderstandings appeared to have arisen between the Mandatory and the Mandates Commission. He pointed out that the opinion of the Mandates Commission coincided in substance with that of the Shaw Commission — namely, that the outbreak of August 1929 was not directed against the British authorities in Palestine but against the mandatory administration as responsible for the execution of the mandate.

As regards the obligations of the Mandatory, the rapporteur recalled that the interpretation given by the Mandates Commission was based upon the actual statements of the British Government. This interpretation may be summed up as follows : care must be taken not to confuse the objects of the mandate and the immediate obligations of the Mandatory. The objects of the mandate are the establishment of the Jewish National Home and of self-governing institutions; the immediate obligation of the

Mandatory is to place the country in such conditions as will promote the gradual accomplishment of these two objects. The rapporteur added that the carrying out of such a policy entailed not merely sustained effort on the part of the Mandatory, but also on the part of both the elements of the population, an effort towards mutual understanding and co-operation, the success of which would furnish the best proof of the country's political maturity.

The British representative, Mr. Henderson, stated that his Government had no intention of eluding its obligation to facilitate Jewish immigration. There had been no suspension of Jewish immigration as a whole but only a temporary suspension of the issue of immigration certificates. He recognised that it was the duty of the Mandates Commission to criticise, and fully appreciated the Commission's attitude in this respect. The British Government was, he said, in complete accord with the declaration of the Commission that the obligations laid down by the mandate in regard to the two sections of the population were of equal weight and in no sense irreconcilable.

The Persian representative, Hussein Khan Ala, regretted that, in enumerating the obligations of the Mandatory, the Commission had not sufficiently emphasised that Power's duty to safeguard the civil and religious rights of the non-Jewish communities. His country had confidence in the Mandatory, and hoped that in the exercise of the mandate the legitimate interests of its co-religionists would not be injured.

The Yugoslav representative said that, as representative of a country the tenth part of whose population was Moslem, he considered that the Council should feel complete confidence in the Mandatory, that none of the legitimate rights of any section of the population would be infringed.

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The Council finally adopted a resolution inviting the British Government to take in Palestine such measures as it saw fit to give effect to the recommendations and conclusions of the Mandates Commission.

The Assembly expressed its appreciation of the improvement of the situation in Palestine, of the efforts made by the Mandatory to restore an atmosphere of tranquillity, and of the steps taken to prevent the recurrence of such tragic incidents as had taken place in 1929.

II. — PROMULGATION OF THE ORGANIC LAW FOR SYRIA AND THE LEBANON.

The Organic Law for Syria and the Lebanon mentioned in Article I of the Mandate was promulgated by the French Government on May 14th, 1930. This promulgation took place shortly before the meeting of the Mandates Commission of June 30th, and the Commission, although unable to examine the text in detail, heard a general statement on the subject by M. Ponsot, High Commissioner of the French Republic in Syria.

M. Ponsot recalled that, on various occasions, in August 1929 and April 1930, the leaders of the Syrian Constituent Assembly had not found it possible to modify their attitude. In these circumstances, the Mandatory was forced to the conclusion that it would have to return to the application pure and simple of Article I of the mandate and promulgate an Organic Law which, as experience and consultation with those concerned had shown, seemed to take into account the present state of affairs and future possibilities. M. Ponsot added that the Mandatory had always kept in view the obligation prescribed in Article 22 of the Covenant to guide mandated territories gradually towards complete independence, as soon as their populations were in a position to stand alone. This was, he said, the absolute rule which guided the actions of the Mandatory. No one, he thought, had ever doubted, France's intentions concerning Syria and the Lebanon.

The Commission congratulated the Mandatory on having laid the foundation of the constitution of the mandated territory. It expressed the hope that the leaders of the population would appreciate the efforts made by the Mandatory and would co-operate loyally in the peaceful organisation of the country.

Reviewing the administration in 1929, the Commission noted that important steps had been taken to improve the administration of justice in Syria and the Lebanon. It hoped that the Mandatory's efforts would be continued with a view to the careful selection of judicial personnel, and asked for supplementary information on the organisation of agricultural credits and public finance.

III. — PROPOSED ADMISSION OF IRAQ TO THE LEAGUE.

In November 1929 the British Government informed the Council of its decision not to proceed with the Anglo-Iraqi Treaty of 1927, since it intended to recommend unconditionally Iraq's admission to the League in 1932.

The Mandates Commission considered that it would be premature to express any opinion on this point for the moment. It took, however, the opportunity afforded by its examination of the 1928 report to ask the accredited representative certain questions bearing more particularly on Iraq's capacity for self-government, her relations with the Members of the League, the position of foreign nationals as regards judicial matters, freedom of conscience and economic equality and guarantees of the rights of racial and religious minorities.

In order to form an opinion as to whether it were possible for the provisions of Article 22 of the Covenant to cease to apply to Iraq, the Commission asked the Mandatory to give in its next report a statement of the legislation passed in Iraq and the reforms effected in every branch of the administration. It took note of the progress made during the past few years and asked the Mandatory to inform it what proportion of the results was due to British officials in the Iraqi Government Service.

The Council dealt with this question in January 1930. The rapporteur, M. Procopé (Finland), pointed out that the British Government's decision brought the Council and the Commission face to face for the first time with the problems that might arise in connection with the termination of a mandate. It was, he said, for the Council, in view of its responsibility, to ascertain at the proper moment whether Article 22 should cease to apply to Iraq.

The question of admission to the League was one for which the Assembly was competent.

The rapporteur then explained that, during the two years that would elapse before Iraq's admission was actually proposed, the Commission would be able to exercise its supervision, keeping specially in mind the new intentions of the Mandatory.

The Italian representative drew attention to the exceptional importance of the question raised by the British Government's decision. It would be for the Council to appreciate the results of the guardianship of the Mandatory and for the Mandates Commission to give its opinion as to Iraq's political maturity; moreover, as the mandates gave all States Members certain rights and privileges, the Commission itself would have to pay special attention to these points.

The British representative observed that it was for the Assembly to decide whether Iraq fulfilled the necessary conditions for admission. The question of the guarantees which that country might possibly have to furnish before being admitted was also a matter for the Assembly.

Later on, in September of the same year, the Council noted a communication from the British Government, submitting for its approval the draft of the Judicial Agreement between Great Britain and Iraq, initialled at Baghdad on June 13th, 1930, and designed to replace the Agreement of March 25th, 1924.

The Council had already approved, in principle, the abolition of the Anglo-Iraqi Agreement of March 25th, 1924, and the substitution of a uniform judicial system. On that occasion, the Council had requested that the new Agreement should be submitted for its approval and had specified that its approval should be preceded by a thorough study of the question.

At its session of September 1930 the Council accordingly invited the Mandates Commission to examine in November the new draft Agreement and to submit its opinion in sufficient time for consideration at the Council session of January 1931.

The French representative, M. Briand, said that he would not raise any objection to this procedure, but would reserve his right to submit observations at a suitable moment.

The Persian representative, Husscin Khan Ala, expressed his satisfaction that the new Agreement confirmed the principle of the equality of all nations. He would be glad if it could enter into force as soon as possible, in order to put an end to the discrimination from which Persian nationals were suffering.

The German representative pointed out that the various questions raised by the termination of a mandate should be studied in a liberal spirit, from the point of view of the interests of the population, by the competent League Organisations.

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At its session of November 1929 the Mandates Commission noted the detailed statement made by the Mandatory on the activity of the companies working the Iraqi oilfields and recommended that the extraction of oil, hitherto limited to the amount required for the needs of the territory, should be increased for export purposes.

IV. — ANNUAL REPORTS.

1. *Tanganyika* (under British mandate). — The Mandates Commission had received from the British Government a report by Sir Hilton Young on the possibility of closer administrative union between the mandated territories of Tanganyika and the neighbouring British colonies of Kenya and Uganda, together with a supplementary report by Sir Samuel Wilson on certain aspects of the same problem. At its session of June 1930 the Commission postponed its decision, on hearing that the British Government intended to re-examine the question. In September, the German representative on the Council stated that he would reserve his right to revert to this question later, for it was one of the greatest interest to his Government.

2. *South West Africa* (under South African mandate). — In June 1930 the British Government informed the

Mandates Commission that the so-called Caprivi-Zipfel which, from an administrative point of view, had hitherto been attached to the British Bechuanaland Protectorate, would henceforth be administered by the authorities of South West Africa.

Other questions relating to South West Africa dealt with during the year were the use by the Government of the Union of the word "sovereignty" in defining the legal relations between the Mandatory and the mandated territory, and the Union Nationality and Flags Act of 1927, which concerned the status of the inhabitants of the mandated territory.

As regards the first point, the Council upheld the opinion it had expressed in 1927, to the effect that sovereignty in the traditional sense of the word did not reside in the mandatory Power. As regards the second, the Commission had suggested that the Permanent Court of International Justice might be asked for an opinion. On several occasions the Commission had queried whether the Union Nationality and Flags Act, so far as it applied to South West Africa, was in every respect consistent with the principles of the mandate and the Council resolutions on the status of the inhabitants of the territory. The German representative remarked that this question concerned the fundamental principles of the mandates system and must be considered not only in its purely legal aspect but also in its political and practical aspects.

The Council noted the Commission's observations in this connection.

3. *Ruanda-Urundi* (under Belgian mandate). — In November 1929 the Commission expressed its concern at the famine which had occurred in the territory in 1928 and 1929 and had made many victims. It noted with satisfaction that, to prevent the recurrence of this scourge, the Mandatory was taking steps to regulate the rainfall by means of afforestation, to encourage agricultural production and to facilitate transport of foodstuffs by the construction of a road system. It also noted the arrangements made by the Administration to protect the health and welfare of workers recruited for the Katanga mines.

4. *Western Samoa* (under New Zealand mandate). — In addition to its annual report for 1928-1929, the Man-

datory had sent the Commission a special report on various financial and administrative questions. Owing to the widely differing opinions expressed in these two documents as regards the local administration, the Commission had some difficulty in forming a judgment on the actual situation. The annual report, though admitting the unsettled condition of the country, was, the Commission considered, written in a general spirit of optimism; the special report, on the other hand, was extremely critical of the whole administration of the territory and of its finances.

While greatly appreciating the frankness shown by the publication of the special report, the Commission, while refraining from pressing the point of the unsatisfactory general situation in Samoa, expressed the hope that, in the future, the annual reports would enable it to form an accurate opinion of the administration as a whole.

5. *New Guinea* (under Australian mandate). — The Commission noted that the Mandatory encountered certain difficulties in recruiting officials. Notwithstanding its efforts to carry out its obligations, it would seem that the administration had not yet been organised on a permanent basis. On the other hand, the Commission noted that the Mandatory had taken energetic steps to repress certain abuses as regards the recruiting of native workers employed under long-term contracts.

6. *Other Territories*. — As regards the islands under Japanese mandate, Nauru, Togoland and the Cameroons under French mandate, and Togoland and the Cameroons under British mandate, the Commission confined itself to asking the mandatory Powers for supplementary information and explanations in regard to certain administrative questions.

V. — GENERAL QUESTIONS.

1. *Purchase of Material and Supplies by the Public Authorities of A and B Mandated Territories.*

The Mandates Commission has on several occasions been called upon to deal with this question in so far as it concerns the principle of economic equality. At its session

of November 29th it asked the British Government for information on the following points :

(a) Whether, as regards the purchase of material and supplies, the Crown Agents were authorised to place orders indifferently with firms of other nationalities, or if orders might not be placed outside the British Empire without special reference to the Secretary of State;

(b) Whether, in practice, nationals of States Members of the League were allowed to submit tenders;

(c) Whether the Iraq Government, when dealing direct with supplying firms and not through the Crown Agents, advertised its intending purchases, and whether nationals of all States Members of the League were allowed to submit tenders;

(d) What rules were followed as regards public works in territories under British mandate.

The French Government was asked to explain a statement it had made to the effect that it reserved its right, in the case of essential public works and services, to give preference to its own nationals, as authorised under Article 6 of its African mandates.

2. Postal Rates in A and B Mandated Territories.

Another question which had engaged the attention of the Commission for some time was that of the postal rates in territories under A and B Mandates. After considering information furnished by the Mandatories, the Commission came to the conclusion that the question was not of sufficient financial importance to warrant special recommendations to the Council.

3. Treatment accorded in Countries Members of the League to Nationals of A and B Mandated Territories and to Wares coming from those Territories.

The Commission had first considered the possibility of solving this question by means of an international Convention to secure for territories under A and B Mandates the benefit of reciprocity in respect of economic

equality, which those territories were obliged to grant States Members of the League, at least with regard to business transactions.

The Belgian and French Governments were in favour of a convention, while the British Government did not consider it indispensable. In these circumstances, the Commission wondered whether the advantages of such a Convention were really sufficient to justify it in proposing a laborious measure the success of which was not sufficiently certain to warrant the undertaking. It accordingly confined itself for the time being to suggesting that the Council should ask all States Members to give favourable consideration to any requests on the subject made by the mandatory Powers concerned. The Council endorsed this suggestion in September 1930.

4. Procedure for Petitions.

At the request of the Mandates Commission the Council decided to rectify an omission in its rules concerning petitions, which fixes a time limit of six months for the submission by the Mandatory of comments on petitions from sources other than the inhabitants of mandated territories. For petitions from mandated territories forwarded by the Mandatory no time limit is laid down.

Considering that it would be well to adopt uniform rules, the Council decided to request Mandatories to forward their observations on petitions from natives or individuals in mandated territories not later than six months after the receipt of the petitions by the competent authorities.

VI. — RESIGNATION OF M. KASTL.

On May 13th, 1930, the Council had to consider the appointment of a successor to Dr. Ludwig Kastl, the German member of the Mandates Commission, who resigned on February 10th. The Secretary-General was asked to convey to M. Kastl the Council's gratitude for his valuable services, as well as its regret at his resignation.

The Council then proceeded to the appointment of M. Kastl's successor, its choice falling on Dr. Ruppel, a well-known German expert on colonial questions.

Dr. Ruppel was born in 1879. He was an official in the Cameroons Administration from 1908 to 1913, and, as such, was responsible for drafting the constitutional laws of the Cameroons. During that period he also travelled in the British and French colonies in West Africa and in Liberia. From 1913 to 1919 he was Chief of Section in the German Colonial Ministry, and in 1919 was attached to the German delegation at Versailles as an expert on colonial questions. From 1919 to 1924 Dr. Ruppel was Director in the Ministry of Reconstruction and Reparations, and from 1924 to 1930 he was President of the German Commission at Paris for the execution of reparations. He recently resigned and is no longer in the Government service.

CHAPTER XI

THE SAAR TERRITORY AND THE FREE CITY OF DANZIG

I. The Saar Territory. — II. The Free City of Danzig.

During the past year the Council had to take an important decision with regard to the settlement of the question of freedom of transport and transit in the Saar Territory.

As regards Danzig two questions were considered : the admission of the Free City to the International Labour Organisation, and the amendment of the Constitution of the Free City. The first question was settled on the basis of an advisory opinion of the Permanent Court of International Justice.

I. — THE SAAR TERRITORY.

Three years ago, the Council constituted a Railway Defence Force for the purpose of guaranteeing freedom of transport and transit in the Saar Territory. In July 1930, the Governing Commission of the Saar Territory reduced this force, while leaving further decisions to the Council, as responsible for the institution of the Railway Committee and the Defence Force.

On September 9th, the German representative drew attention to the fact that, since the evacuation of the occupied territory, there no longer existed any reason for maintaining a defence force in the Saar, and suggested that the Council should immediately suppress it. At M. Briand's request, the rapporteur, the French and

German representatives and the Saar Governing Commission proceeded to a thorough examination of the question as a whole.

A few days later, on September 12th, the Council decided to abolish both the Railway Committee and the Defence Force. It had previously noted the arrangements contemplated by the Governing Commission for guaranteeing continued security of transport and transit in the territory (organisation of the gendarmerie, establishment of a special technical organ, possibility of calling for the necessary technical or military units in the event of a disturbance). Both the Saar Railway Committee and the Defence Force were to be abolished within a maximum period of three months¹.

The German and French representatives expressed the hope that the Governing Commission would never be obliged to exercise the right reserved to it in the event of a disturbance.

As regards the regular work of the Commission, as described in its quarterly reports, the principal features were the measures adopted to cope with the housing crisis (subsidies to numerous communes), a fiscal reform designed to decrease the burden of the inhabitants, and arrangements for the protection of Saar labourers threatened with unemployment.

II. — THE FREE CITY OF DANZIG

The question of the admission of the Free City to the International Labour Organisation has been exhaustively dealt with in the chapter devoted to the Permanent Court of International Justice. The Council noted the Court's opinion on September 9th, 1930 and forwarded it to the Governing Body of the International Labour Office. On the same day, the Council approved the amendments to the constitution of the Free City adopted in June 1930, by the Popular Assembly and the Danzig Senate.

The principal amendments concerned the reduction of the number of deputies to the Volkstag from one hundred

¹ By December 12th the entire Defence Force had been evacuated.

and twenty to seventy-two, the conditions for the dissolution of the Volkstag, the reduction of the number of senators from twenty-two to twelve, their responsibility to the Volkstag, etc.

As the constitution of the Free City is guaranteed by the League, the Council, after considering these amendments, instructed the League High Commissioner for Danzig to inform the Senate that it had no objection to the proposed changes.

According to information received from the High Commissioner, a certain number of Agreements have been concluded between the Danzig and Polish Governments, either by direct negotiation or through the agency of the High Commissioner. The Polish and Danzig Governments have also submitted several questions to the High Commissioner for a decision. The most important concern, the Danzig railways, the competition between the ports of Gdynia and Danzig and the treatment at Danzig of Polish nationals and other persons of Polish language or origin (Article 33 of the Polish-Danzig Convention of November 9th, 1920).

CHAPTER XII

SOCIAL AND HUMANITARIAN WORK

I. The Opium Traffic. — II. Traffic in Women and Children. — III. Child Welfare. — IV. Slavery. — V. Refugees. — VI. Penal Administration.

The League's work in the social and humanitarian sphere was marked during the past year by the preparation of a General Conference for the Limitation of Drug Manufacture, the extension to the Far East of the enquiry into the traffic in women, and the re-organisation of the refugee service. Progress was made in child welfare work and the application of the Slavery Convention, the League being asked to appoint one of the members of an International Commission of Enquiry into Slavery in Liberia. A new aspect of the League's work in this field is the enquiry regarding the improvement of penal administration.

I. — OPIUM AND DRUG TRAFFIC.

1. *The Limitation of Drug Manufacture.* — The most prominent feature of the League's work during the past year for the suppression of the drug traffic was the preparation of the Conference for the Limitation of Drug Manufacture, which has now been definitely fixed for May 27th, 1931. The Tenth Assembly had approved the principle of limitation and had instructed the Advisory Committee on Traffic in Opium to prepare plans for submission to a Conference of manufacturing and consuming countries.

The Advisory Committee accordingly submitted a scheme which included three fundamental points :

1. The fixing of the total amount of drugs to be manufactured annually in accordance with world scientific and medical requirements.

2. The allocation of that amount among the manufacturing countries.

3. The distribution of that amount so as to ensure that each consuming country receives the amount required for its medical and scientific needs.]

Each country would be called upon to furnish a yearly estimate of its medical and scientific requirements in respect of the drugs covered by the Opium Conventions. If a country did not furnish an estimate, the estimate would be made by the central authority designated in the conventions to be concluded. The total of these estimates would be the amount to be manufactured during the year to which they referred. The estimates should be furnished by a date (to be fixed in the convention) which would allow the total world manufacture for the ensuing year to be ascertained before the beginning of that year.

The estimates would be binding — i.e., it would not be permissible for a country to import in the course of the year more than it had estimated; but it would be open to any Government in case of need to furnish a revised estimate with an explanation of the circumstances justifying the revision. The central authority could ask for explanations regarding any estimate that appeared extravagant.

— The allocation of the quotas would be a matter for arrangement either between the Governments for manufacturing countries or between the manufacturers themselves, with the approval of their Governments. It would be based on the present normal production of manufacturing countries for medical and scientific purposes. Production which had gone to supply the illicit traffic would, so far as it could be estimated, be excluded. The Government of each manufacturing country would undertake to enforce the quota allocated to it. Each manufacturing country would be entitled to make, if it so desired, the amounts of drugs required for its own medical and scientific requirements. Should a non-manufacturing country propose to undertake drug manufacture, it would be required to give notice of its intention to the central authority in order that a readjustment of the quotas might be made.

A central office would be set up and kept informed of all orders received and supplies made, so that Governments receiving an order might, before granting the export authorisation, be satisfied that the country issuing the order was entitled to receive the quantity ordered.

This plan was approved by the Council and forwarded to Governments in the course of the summer. Provisional arrangements were made for a Conference in December and a preliminary meeting of drug-manufacturing countries at the end of July, which the British Government undertook to organise.

When the Assembly met in September, it found that it had proved impossible for the preliminary meeting to take place in July¹. In these circumstances it decided to postpone the Conference until May 1931. A further decision concerned the composition of the Conference, which, from a meeting of manufacturing and the principal consuming countries, was transformed into a general Conference of all States.

2. *Supervision of the Illicit Traffic.* — The past year saw significant results in the supervision of the illicit traffic. A great number of cases were reported and the authorities succeeded in discovering certain of the channels through which the drugs passed into the traffic and also identifying many of the persons carrying on the traffic.

The information received by the Opium Advisory Committee in the form of annual and special reports, nevertheless showed that the illicit traffic still extended to almost every part of the world. According to reports furnished by the Egyptian Narcotics Bureau, Egypt is being flooded with drugs to such an extent that the number of addicts has reached a total of five hundred thousand out of a population of fourteen millions. Cocaine is streaming into India, Malaya and other regions of the Far East from centres of distribution which are as yet only partially known. Large quantities of drugs are being smuggled into the United States of America and

¹ This meeting was held in London in October and November and was attended by representatives of France, Germany, Great Britain, India, Italy, Japan, the Netherlands, Switzerland, Turkey, the United States of America and the Union of Soviet Socialist Republics, as well as of the Opium Section of the League.

Canada, and in various parts of the world drugs have been seized under forged labels.

The situation in China is still serious. Despite new laws and regulations, the Chinese Government experiences great difficulty in coping with the drug evil; and the Advisory Committee suggested that, in view of the fact that the Hague Opium Convention provides for concerted action between the Chinese Government and the Treaty Powers, the former should study the situation, with the assistance of those Powers.

Examining general measures for dealing with the illicit traffic, the Advisory Committee drew attention to certain firms engaged in smuggling transactions and illicit traffic, and emphasised the part played by forwarding and shipping firms. It asked that the action of forwarding agents should be fully investigated and insisted in the strongest terms on the importance of an effective application of the system of licences, which it considered should only be issued to firms carrying on their business in good faith. The following measures were recommended : the serial numbering of packages of drugs as issued by the manufacturers; closer co-operation between the police authorities of the various countries; the establishment of a black list of persons engaged in the traffic.

The Eleventh Assembly expressed the unanimous opinion that the penalties laid down in many countries for offences against the drug laws were too lenient. It was recalled that the Advisory Committee had made arrangements for an investigation of the penalty provisions in criminal legislation with a view to putting down the illicit traffic, and the hope was expressed that this work might prepare the way for an international agreement on legal penalties.

3. *Ratification of the Opium Convention.* — Considerable progress was made in the ratification of the Geneva Opium Convention of 1925. The number of ratifications—twenty-seven at the 1929 session of the Advisory Committee—had risen to thirty-eight when the Eleventh Assembly met in 1930. The Opium Convention now heads the list of the League Conventions which have obtained the largest number of ratifications (except the Statute of the Permanent Court of International Justice). Moreover,

Brazil, Chile, Colombia, Cuba, Haiti, the Irish Free State, Lithuania, Nicaragua, Norway and Panama have intimated their intention to take steps with a view to ratification.

The position is less satisfactory as regards the Latin-American States. Four of these countries are not yet parties to the Hague Convention and seventeen others have not yet acceded to the Geneva Convention. The Assembly accordingly suggested that an urgent appeal should be made to these countries to consider the possibility of ratifying the Geneva Convention and to adopt the Model Code of Administrative Regulations prepared by the Advisory Committee.

4. *Enlargement of the Advisory Committee.* — Important decisions were taken with regard to the membership of the Advisory Committee, which the Tenth Assembly had urged should provide for the more effective representation of non-manufacturing countries. The Council invited the Austrian, Belgian, Egyptian, Mexican, Polish, Spanish and Uruguayan Governments to sit on the Committee for three years, at the end of which period the question of the constitution of the Committee will be reconsidered.

In making these appointments, the Council took into consideration the principle that new members should be chosen from non-manufacturing countries suffering from the traffic, or from countries which, on account of their geographical position or of their situation relative to the international drug trade, could make a valuable contribution to the Committee's work.

It was pointed out that, should Turkey and Persia ratify the Hague and Geneva Opium Conventions, the greatest value would be attached to their co-operation.

5. *Opium-Smoking in the Far East*¹. — The Commission of Enquiry into Opium-Smoking in the Far East returned to Geneva in May and will submit a report to the Council in January. The Council will then consider the summoning of a Conference of contracting parties in accordance

¹ See *League of Nations from Year to Year, 1928-1929*, p. 189.

with Article 12 of the Geneva Agreement of February 11th, 1925. On behalf of the Siamese Government, the Siamese delegation to the Assembly invited the League to hold this Conference at Bangkok.

6. *The Permanent Central Opium Board.* — The Permanent Central Opium Board held four sessions during the past year. Under the Geneva Opium Convention, the Board watches the international trade in narcotics in order to determine whether stocks of any substance covered by the Convention are accumulating in any country or whether there is a danger of any country becoming a centre of the illicit traffic. With this end in view, the Board examined and analysed statistics of imports and exports, manufacture, consumption and stocks for 1929 and estimates for 1930, together with additional tables of the distribution of raw opium and coca leaves. It considered a quarterly table of discrepancies between the quantities reported by importing countries and those declared by the corresponding exporting countries, a comparative table for the examination of the statistics the first quarter of 1930 and the seizures made in 1929.

One of the principal results of the work of the Board is that the quarterly trade reports enable it to track down any discrepancies likely to conceal a case of leakage from the licit into the illicit traffic. In all cases, the actual consignment of drugs has been traced to its ultimate lawful destination. In the very few cases where this has not been possible, and where there is occasion to suspect that consignments may have drifted into the clandestine traffic, the Board is relentlessly pursuing its enquiries in all the countries concerned.

The Board has been considering the possibility of establishing a standard to measure when a country shall be considered as having accumulated excessive stocks of any drug covered by the Convention. A consideration of the statistics presented shows the impossibility of fixing a uniform standard, but a close scrutiny of the information at its disposal has enabled the Board to focus its attention on certain countries which show indications of excessive stocks. While the information available after approximately only a year's working is not such as to justify, as yet, the bringing into operation of Article 24 of the Geneva

Convention ¹, the Board is closely watching conditions in the countries in question.

The Board also made arrangements for the publication of the yearly statistics furnished by the parties to the Geneva Convention.

II. — TRAFFIC IN WOMEN AND CHILDREN.

1. *Eastern Enquiry.* — The principal event in this field was the extension to Eastern countries of the League's enquiry into the traffic in women and children. This investigation is being financed by the American Bureau for Social Hygiene, which has subscribed the sum of \$125,000 for the purpose.

The organisation appointed by the Council to conduct the enquiry consists of a main Committee of the Government representatives sitting on the Traffic in Women Committee, and a travelling commission of three investigators (Mr. Bascom Johnson, Mr. Charles Pindor and Madame Alma Sundquist), which reports periodically to the main Committee.

This new organisation held its first session in August 1930, under the presidency of M. Regnault (France). The travelling commission left for the East at the beginning of October.

The enquiry is confined to the international aspect of the question but, with the permission of the local authorities, investigations of a national character may be instituted, should conditions in the countries visited appear to encourage the traffic. Due consideration is being paid to national traditions, religious observances, etc., and the investigators have instructions to co-operate with national organisations set up in recent years, especially in China.

2. *Other Work.* — In addition to reports from Governments and voluntary organisations on the general position as regards the traffic, the Traffic in Women Committee pursued during the past year its enquiries into a series

¹ Article 24 lays down the Board's right to ask for explanations regarding the accumulation of excessive stocks and prescribes the measures to be taken should no explanations be forthcoming.

of special questions connected with the traffic, such as the elimination of the age-limit from the 1910 Convention, as amended by the 1921 Convention; the punishment of persons living on the immoral earnings of women; laws and regulations for the traffic; the protection of music-hall artistes; women police; the repatriation of foreign prostitutes; assistance to discharged female prisoners and the traffic in obscene publications.

The question of the abolition of licensed houses gave rise to interesting discussions at the Committee meetings and during the Eleventh Assembly. In several countries the system has been partly or entirely abolished. A survey, prepared by the Secretariat of laws and regulations for the protection of public order and health in countries where the system has been abolished, has been forwarded to all States, and several Assembly delegations expressed the opinion that the danger of the traffic, with its menace to public health, had been diminished by the closing of licensed houses.

The view was expressed that the Secretariat should investigate more particularly the comparative results of the two abolitionist systems—namely, the difference between the system of free treatment and that of compulsion in dealing with venereal disease.

III. — CHILD WELFARE.

The work of the Child Welfare Committee during the past year included the completion of two preliminary draft Conventions on the return of young people to their homes, and assistance to foreign minors; the question of the recognition and enforcement abroad of maintenance orders; enquiries concerning the protection of the illegitimate child; the auxiliary services of juvenile courts; children in moral danger and blind children.

The draft Convention on the return of young people to their homes is still on the agenda owing to the fact that all Governments have not so far communicated their observations. As regards the question of assistance of foreign minors, some doubt had been expressed whether the Committee would be well advised to devote its time

to a subject which seemed to form part of the question of assistance to foreigners as a whole; but the Assembly considered that, from the standpoint of minors, this problem had a special aspect which the Child Welfare Committee seemed well qualified to examine. It accordingly requested the Committee to complete its work and to inform the Council of the difficulties encountered, so that they might be considered if the whole question of assistance to foreigners were to be dealt with by an international Conference.

As regards the question of maintenance orders, the view was taken that every effort should be made to frame international agreements, either generally or among groups of countries, for the mutual recognition and enforcement.

IV. — SLAVERY.

1. *Execution of the Slavery Convention.* — The number of ratifications or definite accessions to the Slavery Convention increased since the Tenth Assembly from twenty-nine to thirty-four, and several further ratifications and accessions are expected shortly.

The information submitted to the Eleventh Assembly under the Slavery Convention included this year two reports : that of the Council on the progressive abolition of slavery and analogous conditions, which contained material from Abyssinia, Persia, Portugal and the Sudan, and a report on the general position as regards slavery, based on communications from forty-eight Governments.

A proposal of the British delegation to the Eleventh Assembly to establish a permanent slavery Commission — on the grounds that the methods hitherto followed had not yielded adequate information — gave rise to a discussion which led the Assembly to request States to supplement their information by particulars enabling a general idea to be gained of the present position in regard to slavery.

2. *Enquiry in Liberia* ¹. — At the request of the Liberian Government, the Council appointed one of the

¹ See *League of Nations from Year to Year, 1928-1929*, p. 198.

members of an International Commission to examine, on the spot, whether forced labour or slavery existed in Liberia as a normal social system. Its choice fell on Dr. Cuthbert Christy, a British subject. The International Commission of Enquiry, of which the other members were Sir Arthur Barclay, former President of Liberia (appointed by the Liberian Government) and Dr. Charles Johnson (appointed by the United States Government), began its work in Liberia at the beginning of April, and deposited its report on September 8th. This information was communicated to the Secretariat by the Liberian delegate during the Eleventh Assembly.

V. — REFUGEES.

The death of Dr. Nansen, which took place in the spring of 1930¹, raised the whole question of the organisation of the refugee work during the ten years allowed for the winding-up of this undertaking.

The Inter-Governmental Advisory Commission, which met at Geneva shortly before the Assembly, had urged that there should be a division of duties and that the Secretariat should continue to ensure the political and legal protection of refugees, while the humanitarian side of the work should be entrusted to an international office placed under the League's direction in accordance with Article 24 of the Covenant.

The Assembly approved this proposal and set up an international office to take over the relief work hitherto accomplished by the High Commissioner. M. Max Huber (Swiss), former judge of the Permanent Court of International Justice, was requested to act as the Chairman of the Governing Body of the office and to prepare a Statute.

The desire was expressed that one of the first duties of the office should be to examine the situation of Armenian refugees in Greece.

During the period under review the execution of the settlement programme was materially hampered by the

¹ See Introduction.

general economic depression, many countries having had to restrict immigration.

The number of refugees settled in 1929 was 10,632. These general results show that, of the 174,329 refugees reported as unemployed a year ago, it has been possible to place more than 10,000 in a situation of economic independence.

VI. — PENAL ADMINISTRATION.

The question of the improvement of penal administration — a new subject on the League agenda — came before the Council in May 1929, when the Howard League for Penal Reform, supported by a large number of other organisations, requested the Council to take up the matter and to frame an international convention on the treatment of persons in captivity. Considering that the question had certain international aspects, the Council, in 1930, asked the Assembly to consider how the League could best co-operate with the International Prison Commission and other interested organisations.

The International Prison Commission and the Howard League were consulted as to the aspects of the question that might usefully be dealt with by the League. This consultation was not terminated when the Eleventh Assembly met in September, but that body was nevertheless able to note the Standard Minimum Rules for the Treatment of Prisoners recently prepared by the International Prison Commission. These rules were communicated to all Governments with a request for a report on the present regulations in their countries. They were also forwarded for observations to the International Labour Office, the Health Committee, the Economic Committee, the Commission for the Protection and Welfare of Children and Young People, the *Association internationale de Droit pénal* and the *Union internationale de Droit pénal*.

CHAPTER XIII

OTHER QUESTIONS

I. Reorganisation of the Secretariat of the League, of the International Labour Office and of the Registry of the Permanent Court. — II. The New League Buildings. — III. The Budget. — IV. Appointment of the Supervisory Commission. — V. Arrangements for the Assembly. — VI. Visit of the Secretary-General to Latin America.

I. — REORGANISATION OF THE SECRETARIAT OF THE LEAGUE, OF THE INTERNATIONAL LABOUR OFFICE AND OF THE REGISTRY OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

The 1929 Assembly had instructed a special Committee to consider what steps could be taken to continue to ensure the best possible administrative results for the Secretariat, the International Labour Office and the Registry of the Permanent Court. This Committee, the so-called "Committee of Thirteen", was not unanimous in its conclusions. On two of the most important questions — permanency and the principal officers of the Secretariat — the Assembly had before it two reports, one from the majority, the other from the minority of the Committee.

The report finally submitted showed that all Members were agreed as to the necessity of ensuring that the Geneva Organisation should retain its strictly international character and be provided with a staff capable of doing its work with proper efficiency. The differences of opinion concerned the best methods of ensuring that these principles were carried fully into effect. The rapporteur stated :

The Members of the Committee of Thirteen were unanimous not only on the principles, but also on the circumstances which led certain Governments, the principal officials of the Secretariat, and the Assemblies of 1928 and 1929, to realise that a reorganisation of the administrative bodies at Geneva

was urgently necessary—namely, international dissatisfaction and administrative dissatisfaction, both apparent almost from the earliest days of those institutions.

The international dissatisfaction is chiefly due to the organisation of the higher staff of the Secretariat, in which several States Members assert that the nationals of the States permanently represented on the Council are too numerous. The administrative dissatisfaction is due to a feeling of insecurity and instability among the officials, who feel that there is no certainty either in their careers or in their future. For these two recognised causes of unrest, the majority and the minority put forward different solutions, which the Committee has discussed in detail.

The Assembly approved the conclusions of its Fourth Committee on the following points :

General Obligations of the Staff. — It decided to insert in the new Staff Regulations the following paragraph :

The officials of the Secretariat of the League of Nations are exclusively international officials, and their duties are not national, but international. By accepting appointment, they pledge themselves to discharge their functions and to regulate their conduct with the interests of the League alone in view. They are subject to the authority of the Secretary-General, and are responsible to him in the exercise of their functions as provided in these regulations. They may not seek or receive instructions from any Government or other authority external to the Secretariat of the League of Nations.

The following declaration will be signed by officials on entering the League's service :

I solemnly undertake to exercise, in conformity with Article I of the Regulations, in all loyalty, discretion and conscience, the functions which have been entrusted to me as an official of the Secretariat of the League of Nations.

Duration of Appointments. — The Committee of Thirteen was unanimous in excepting the principal officers of the Secretariat from the system of permanency. There was unanimity in favour of permanency for the members of the Second and Third Divisions and for interpreters, translators, and précis-writers. As regards officials of the First Division, other than the principal officers,

the majority of the Committee of Thirteen recommended permanency combined with temporary appointments, while the minority only admitted of appointments of limited duration, with the possibility of renewal.

The Assembly, after a long debate, decided to place these officials on the same footing as the two other Divisions, and to authorise the Secretary-General to engage temporary officials when necessary.

Regulations establishing a Pensions Scheme for the Staff to come into Force as from January 1st, 1931. — The Committee of Thirteen unanimously recommended the establishment of an adequate system of retiring pensions. The Assembly approved this reform as in justice due to a staff with which the League had always had cause to be satisfied. Bearing this in mind, the Fourth Committee strove, in spite of the difficulties of the task, to lay the foundations of a pensions system affording the staff of the three international organisations protection against risks affecting their careers or their lives.

* * *

Other questions, including that of the principal officers, were postponed till next year. In this connection two views were put forward : the majority solution which proposed the creation of five new posts of Under-Secretaries-General, appointed like the other officials of the Secretariat, on the proposal of the Secretary-General, and the minority solution, which advocated the creation of only one new post of Under-Secretary-General, and proposed that the Secretary-General, while being solely responsible, should be assisted in the exercise of his duties by a Committee of Under-Secretaries-General. This Committee " would be required to keep itself informed of all political questions, and of questions involving a principle, and to give the Secretary-General an opinion on all such matters ".

The Assembly appointed a Committee to study the maintenance or the suppression, the increase or the decrease in the number of Under-Secretaries-General, the consequences entailed and all other similar questions postponed

by the Fourth Committee (Chiefs of Section, Counsellors, sabbatical leave, etc.).

The Committee was composed of Count Carton de Wiart (Chairman), Count Bernstorff, M. Botella, M. Cahen-Salvador, Viscount Cecil of Chelwood, Sir Atul Chatterjee, M. Costa du Rels, M. Gallavresi, M. Hambro, Mme. Kluyver, M. Mushakoji, M. Osusky, and M. Sokal.

II. — THE NEW LEAGUE BUILDINGS.

During the past year, the architects made substantial progress with the final plans of the new League buildings and prepared the detailed estimates.

The internal arrangement of the Library was studied on the basis of recommendations made by the Library Organising Committee. The question of the acoustics of the Assembly Hall was gone into with the assistance of the Committee of Experts of the Department of Industrial and Scientific Research of Great Britain.

The revised plans and the detailed estimates for the whole block of buildings were examined by the Building Committee and by the Special Committee composed of M. Adatci (Chairman), M. Osusky, M. Politis, M. Urrutia and Sir Edward Hilton Young. The Special Committee asked the Assembly to fix at 23,633,150 gold francs the sum necessary for the construction of the Assembly Hall and the Secretariat Offices, and at 4,250,000 gold francs the credit for the construction of the Library building. It recalled that the estimates provided for a very simple type of construction and decoration, but also for a building in keeping with the League's dignity.

The actual work has already begun. The drainage of the site is now terminated. The fencing-in and levelling of the building-yard and the necessary service routes are almost finished. Tenders for the main constructional work (levelling, foundations, masonry, cement and building-stone) were invited, and contracts to the amount of 10,000,000 Swiss francs were concluded in November.

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